Policing In Northern Alberta

A Technical Report by Alberta Management Group

Prepared for Alberta

NORTHERN ALBERTA DEVELOPMENT COUNCIL

POLICING IN NORTHERN ALBERTA

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CONTENTS

Page

ACKNOWLEDGMENTS

LIST OF TABLES AND FIGURES

EXECUTIVE SUMMARY i

INTRODUCTION 1
- Background 3
- Study Approach 3

TRENDS IN COMMUNITY-BASED POLICING 5
- Introduction 7
- Community-Based Policing 8

CRIME AND POLICING COSTS IN NORTHERN ALBERTA 13
- Introduction 15
- Approach 16
- Provincial Overview 18
- Northern Alberta Profile 20
- Special Cases 27

COMMUNITY VISITS ON POLICING ISSUES 29
- Introduction 31
- Community Involvement in Policing 32
- Role of the Police in the Community 38
- Impacts of the Justice System on Policing 42
- Financing of Policing Services 49

SURVEY OF POLICING ISSUES IN NORTHERN ALBERTA 55
- Introduction 57
- Crime And Public Disorder Problems 59
- Factors Contributing to Crime and Public Disorder Problems 64
- Effectiveness of Measures Aimed at Reducing Crime and Public Disorder Problems 68
- Priority of Policing Activities 72
- Policing Costs 76
- Cost Containment Measures 83
- Alternative Policing Approaches 87

CONCLUSIONS 91

APPENDICES 97
- A - Notes on Community Visits 99
- B - Survey Instrument 145

LIST OF TABLES AND FIGURES

TABLES:

1: Crime and Policing Cost Ratios 19
2: Population, Policing and Crime Data 22
3: Policing Cost Ratios 24
4: NADC Area Detachments With High Crime and Cost Ratios 26
5: Participation By Community 32
6: Communities Represented in the Survey 58
7: Number and Type of Respondents 59
8: Policing Cost Ratios: Per Capita Costs and Police Mills 81
9: Policing Cost Ratios: Cost Growth Rates 82
10: Preferred Policing Approaches 88

FIGURES:

1: Percentage of RCMP Detachments Above the Median for Each Ratio 21
2: Crime and Public Disorder Problems 61
3: Crime and Public Disorder Problems By Community Type 62
4: Crime and Public Disorder Problems By Respondent Type 63
5: Factors Contributing to Crime and Public Disorder 65
6: Factors Contributing to Crime and Public Disorder by Community Type 66
7: Factors Contributing to Crime and Public Disorder by Respondent Type 67
8: Measures for Reducing Crime and Public Disorder 69
9: Measures for Reducing Crime and Public Disorder by Community Type 70
10: Measures for Reducing Crime and Public Disorder by Respondent Type 71
11: Priority of Policing Activities 73
12: Priority of Policing Activities by Community Type 74
13: Priority of Policing Activities by Respondent Type 75
14: Views about the Amount Spent on Policing Services 77
15: Factors Contributing to Policing Cost 78
16: Factors Contributing to Policing Cost by Community Type 79
17: Factors Contributing to Policing Cost by Respondent Type 80
18: Measures Supported by Increased Taxes 84
19: Measures Supported by Increased Taxes by Community Type 85
20: Measures Supported by Increased Taxes by Respondent Type 86

EXECUTIVE SUMMARY

EXECUTIVE SUMMARY

INTRODUCTION

In response to concerns raised by a number of northern communities about crime, rising policing costs and reduced police services, the Northern Alberta Development Council (NADC), in cooperation with the RCMP and Alberta Solicitor General, commissioned a study to review policing in northern Alberta. The objectives of the study were to:

- identify municipalities with disproportionately high policing costs;
- review factors that lead to high policing costs;
- describe efforts in northern Alberta related to community involvement in policing;
- identify existing or new policing strategies which could improve service without increasing costs.

The study was intended to identify alternative approaches to policing as well as mechanisms for greater community involvement in crime prevention and the justice system, with the ultimate goal of improving the cost-effectiveness of policing in northern Alberta.

The study commenced in January of 1992, involving four major data collection phases:

1. Review of Trends in Community-Based Policing - a review of the literature to identify current trends in community-based policing which may be applicable in northern Alberta;
2. Review of Crime and Cost Statistics - an analysis of crime and policing cost data for northern RCMP detachments to identify communities with disproportionately high crime rates and policing costs relative to other communities in Alberta;
3. Community Visits on Policing Issues and Solutions - visits to nine northern communities to discuss policing issues and potential strategies to reduce costs or improve services;
4. Survey of Policing Issues in Northern Alberta - a comprehensive survey of northern communities to explore perceptions and opinions about crime and public disorder problems, cost containment measures and alternative styles of policing.

FINDINGS

Trends In Community-Based Policing

The literature contrasts two models of policing: the "professional" model and the "community-based policing" approach. In the professional model, policing methods emphasize rapid response and reliance on technology such as the motor vehicle and two-way radio. Recently, however, questions have been raised about the effectiveness of this approach and the underlying assumption that "crime fighting" is the principal role of the police. Policing functions in the community-based policing model are seen to be far broader, consisting of peace keeping and management functions essential to dealing with the complex problems of a modern society. Key principles underlying community-based policing include:

- Crime is the joint responsibility of the community and the police. Police and community residents work closely together to find more effective ways to solve crime problems by focusing on causes of crime and developing specific responses to these problems.
- Police are responsible for educating, activating, supporting and coordinating the self-policing capacity of the community so that people begin to manage and mediate their own disputes.
- A new relationship is developed between the police and the citizens served, one that allows and encourages citizens to have a role in determining their policing priorities. In turn, citizens help police and the judicial system to deal with these priorities by providing information and by participating in community policing efforts.
- Police develop a more proactive approach in addition to the more common reactive role. Officers are given increased freedom to explore ways to work with residents to solve problems.

In essence, community-based policing amounts to freeing officers from the isolation of the patrol car and putting them into direct, face-to-face contact with community residents on a daily basis. Some of the ways in which community-based policing has been implemented include such measures as: satellite or store-front offices, with police officers dedicated to a specific neighborhood or community; less emphasis on motor patrol and more emphasis on foot patrol; priorizing calls for service, with less emphasis on rapid response to all calls; and involvement of officers in organizing and operating community crime prevention initiatives. As one of its key strategies, community-based policing places great emphasis on a cooperative relationship between police and community residents, and fosters and supports community involvement in crime prevention programs.

Northern Crime and Policing Costs

Data on crime rates and policing costs for the period 1988 to 1990 was analyzed to identify areas of northern Alberta with abnormally high crime rates and policing costs. Comparisons were made between communities in Alberta having the two main policing arrangements found in the NADC area[1]:

- ***Municipal RCMP Detachments*** - towns and cities with populations of 2,500 or more having individual contracts directly with the federal government to provide policing services within their municipal boundaries (61 detachments, including 18 in the NADC area);

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[1] The RCMP provide policing to all rural and urban residents of northern Alberta. No communities in the NADC area have established their own police service.

- ***Provincial RCMP Detachments*** - areas covered under a global contract between the province and the federal government to provide policing services in rural areas of Alberta (106 detachments, including 30 in the NADC area). Communities with populations under 2,500 are typically policed from a rural detachment, although they may opt to contract directly with the RCMP.

For each detachment in the province, a set of ratios was calculated to compare crime and policing costs across various communities in Alberta. The information was analyzed to identify those detachments with ratios ranking in the top 25% provincially (i.e., "high" relative to other detachments in the province). Briefly, the findings were as follows:

- 44% of NADC-area detachments fall into the high range for ***Offences/1000*** population, compared to only 17% of other Alberta detachments, indicating significantly higher crime rates in many northern detachments;
- 42% fall into the high range for ***Offences/Officer,*** compared to 18% of other Alberta detachments, indicating significantly higher officer workloads despite generally higher per-capita staffing levels in many northern detachments;
- 50% are high in terms of policing ***Cost/Capita*** and ***Cost Growth*** (versus 14% of other Alberta detachments);
- 44% are high in terms of ***Police Mills***[2] (versus 17% of other Alberta detachments);
- 39% are high in terms of police costs as a ***% of Municipal Revenue*** (versus 19% of other Alberta detachments);
- 33% are high in terms of police costs as a ***% of Operating Budget*** (versus 21% of other Alberta detachments).

The above results suggest strongly that many northern communities face both high crime rates and high costs of policing to cope with that crime. The following northern communities were found in both the *High Crime* and *High Policing Cost* categories:

Municipal Detachments:

- Athabasca
- Fort McMurray
- Grand Centre
- Grande Prairie
- High Level
- High Prairie
- Lac La Biche
- St. Paul
- Valleyview

Provincial Detachments:

- Assumption
- Desmarais
- Faust
- Fort Chipewyan
- Fort McMurray
- Grande Cache
- Red Earth Creek
- Slave Lake

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[2] The effective mill rate for policing services, calculated as policing costs per thousand dollars of municipal property assessment.

In total, half of the municipal detachments, and one-quarter of the provincial detachments in the NADC area were in both the high crime and high policing cost category.

Community Visits On Policing Issues

Visits were made to nine northern communities[3] to gather detailed information about policing issues and to identify innovative ways in which communities have addressed policing issues. The findings are summarized in the following four topic areas:

- Community Involvement in Policing;
- Role of the Police in the Community;
- Impacts of the Justice System on Policing;
- Financing of Policing Services.

Community Involvement in Policing

Except for the Auxiliary Constable program and Community Advisory Committees (or similar crime prevention committees) which were common and relatively active, most communities appeared to have few strongly functioning programs for community involvement in policing. Many of the traditional programs (e.g., Crime Watch, Block Parents) were found to be inactive in many communities.

The key issues relating to community involvement in policing were found to be:

- *Residents Reporting Crimes* - For a variety of reasons, residents appear reluctant to get personally involved in reporting crimes to the police. Apathy, lack of knowledge, fear of reprisal and loss of confidence in the justice system were key factors noted.
- *Community Input into Policing* - Despite the existence of Community Advisory (or similar) Committees in most communities, many residents still do not know what police priorities are and feel they are unable to influence policing policies and priorities as they apply to the community.
- *Community Programming* - Communities recognize their role in providing the recreation and social programs needed to prevent crime, and the treatment programs needed to deal with offenders. Treatment programs (e.g., alcohol, battering) appear to be lacking in many communities, or programming is not adequately reaching those (especially youth) at risk of falling into crime. Lack of volunteer resources or insufficient volunteer recruitment were noted as a significant problems affecting community-based programs.

All detachments in the communities visited make use of Auxiliary Constables. Community Advisory Committees were either active or under development in most communities, with some having established significant crime prevention initiatives. In addition, several communities have found interesting ways to use volunteers in assisting the police. Various communities also appeared to have exemplary programs in some of the more traditional areas such as Citizens on Patrol and Crime Watch.

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[3] Visits were made to Athabasca, Bonnyville, Whitecourt, High Prairie, Grande Prairie, Grimshaw, High Level, Fort McMurray and Fort Chipewyan.

Role of the Police in the Community

Although there was widespread support for the RCMP and sympathy for them in light of the difficulties they face in doing their job with limited resources, community representatives voiced a number of concerns relating to the way police carry out their role. Key issues were found to be:

- *Policing Priorities* - Although the RCMP have specifically assigned members to crime prevention and community awareness functions in most detachments, many residents feel that not enough crime prevention activity is being carried out by the RCMP in the schools and with community groups. A lack of problem solving by the RCMP and the community relating to crime was also noted in some communities, particularly those without well-established Community Advisory/Crime Prevention committees.
- *Policing Style* - RCMP in many communities are perceived more as "law enforcers" than as "peace keepers" or problem-solvers, staying in their cars and appearing mainly when they are watching for someone to break the law. Native representatives were particularly concerned that officers' style was sometimes too aggressive and enforcement-oriented.
- *Involvement in the Community* - It was commonly mentioned that residents do not know their police as well as they would like. Many officers were seen to socially isolate themselves from residents by recreating mainly with other officers. It was also commonly noted that the communities do little to reach out to new officers to help orient them socially and culturally.

Satellite offices are beginning to spring up in remote communities to enhance police presence and improve the relationship between residents and the RCMP. Officers are also being assigned to zones in some detachments, although manpower and geographical constraints appear to be preventing fully dedicated zone assignments or significant foot patrol efforts. A pilot project in the Grande Prairie detachment is seeking ways to simplify internal police procedures to make the detachment more efficient and more autonomous, with greater delegation of decision-making authority to front-line officers working with the public.

Impacts of the Justice System on Policing

Problems within the justice system were seen to have a significant impact on policing resources. The most serious concerns raised were:

- *Deterrence* - The justice system was not perceived to be effective in deterring crime, leading to a high incidence of repeat offenders. Youth crime and the Young Offenders Act were of particular concern.

- *Community Justice* - The justice system was seen to be placing too much emphasis on punishment and not enough on restitution. The system does little to make offenders accountable to their victims as a sanction against their behavior. The role of the community in dealing with disputes has been taken away by a system that is largely controlled by "professionals" not accountable to the community.
- *Court Use of Police Resources* - Recent developments in Canadian justice have added to the burden of police paperwork. Court delays and perceived abuses of the court process through Legal Aid were also seen as consuming significant police time involved in investigation and testimony. Scheduling problems further add to officer time in court. Finally, most detachments supply officers for prisoner escort and courtroom security, requiring significant manpower in some detachments.

Some action on these problems has been taken by communities, particularly in the area of sentencing where a great deal of progress has been made with Youth Justice Advisory Committees. Other successful initiatives have been taken in areas such as victim impact statements, offender work crews and rehabilitation programming, court scheduling and child/wife abuse investigation.

Financing of Policing Services

Changes to the justice system and modifications to the roles played by residents and the RCMP are considered to be longer-term measures to deal with crime and high police workloads. These measures do not, however, address the immediate problems facing municipalities and the province who are responsible for underwriting the costs of policing.

Two key issues relating to the financing of policing services were encountered:

- *Use of Alternative Policing Personnel* - Several communities have added or are actively considering adding their own law enforcement personnel (e.g., Special Constables, Band Constables, Bylaw Officers) to supplement the coverage provided by the RCMP. A number of concerns were raised, however, about the implications of such measures as a cost-containment strategy, including possible resistance by the community, loss of police independence and potential difficulties establishing teamwork between the RCMP and municipal law enforcement personnel.
- *Funding of Policing Services* - Municipalities with RCMP contracts felt that the current funding structure was inequitable, leading to large differences between communities in the tax burden borne by residents to pay for policing services. A number of problems were noted, including lack of contributions by rural rate payers, the federal cost-sharing formula, and the Municipal Police Assistance Grant, which was not felt to adequately compensate for circumstances in each municipality.

Many municipalities and some rural communities have supplemented RCMP resources with Bylaw Officers and/or Special Constables, although formal protocols between the RCMP and community policing resources were noted only in one community (Whitefish/Gift Lake). Some sharing of policing costs between municipalities with RCMP contracts and surrounding rural communities has been done, but appears to be relatively isolated.

Survey of Policing Issues

A survey of northern communities was conducted to explore perceptions and opinions about policing issues, cost containment measures and alternative policing approaches. The results are summarized under the following topic areas:

- Crime and Public Disorder Problems;
- Role of the Police in the Community;
- Policing Costs.

Crime and Public Disorder Problems

Before considering potential new strategies for policing in northern Alberta, it was important to obtain views from northerners on the kinds of crime and public disorder problems of greatest concern to them. The types of crime and public disorder problems considered most serious overall included:

- *drinking and driving;*
- *vandalism;*
- *break and enter/theft;*
- *youth crime;*
- *family violence.*

Respondents considered the following factors to be most important in contributing to crime and public disorder problems:

- *drug and alcohol abuse;*
- *breakdown of traditional values and ways of living;*
- *family breakdown.*

Respondents thought the following measures would be most effective in reducing crime and public disorder problems:

- *changes in the justice system to deal with young offenders;*
- *earlier intervention to prevent social problems from leading to crime;*
- *more community input into sentencing of convicted offenders;*
- *more freedom of officers to adjust their role to suit the needs of the community;*
- *better coordination/teamwork between police and community agencies;*
- *more involvement of the community in shaping policing policies and priorities;*
- *more community relations training for officers.*

The results above suggest that many crime and public disorder problems in northern communities revolve around underlying social and economic conditions which the police have little power to influence. Changes to the justice system and to the approach taken by police were also considered important, as were mechanisms for community input into justice and policing. These findings are consistent with the results from community visits.

Role of the Police

There was strong support among respondents for the following statements regarding the role of the police:

- *Officers should be actively involved in community affairs and social events;*
- *Officers should cultivate an informal, approachable and accessible style in dealing with community residents;*
- *The local community should have a direct mechanism to influence policing policies and priorities as they apply to the community;*
- *Enforcement of the law should be the same for residents in all communities.*

A little over half of respondents also supported the notion that officers should function primarily as *peace keepers* rather than *law enforcers.* This was particularly supported in native communities and in cities.

When asked to comment on the importance of various policing activities, respondents felt the following activities were getting a substantially lower priority from police than they should:

- *assisting the community to develop crime prevention programs;*
- *identifying causes of crime in the community and designing appropriate responses;*
- *monitoring repeat offenders or potential offenders.*

Only court-related activities were seen by respondents to receive a higher priority than they deserved, confirming concerns about police time spent preparing cases and testifying in court.

Respondents were asked the extent to which they would support a change in current officer priorities to get greater involvement in various crime prevention activities. The following activities received high support:

- *assisting the community to establish crime prevention programs;*
- *mobilizing community resources to address crime and public disorder problems;*
- *conducting community relations and crime awareness presentations;*
- *attending meetings of community organizations having a role in crime prevention;*
- *analyzing causes of crime and developing corrective strategies.*

Consistent with findings from community visits, the survey results suggest that greater emphasis on crime prevention activities and problem-oriented policing are desired by residents.

Policing Costs

Financial information provided by municipalities with current RCMP contracts shows wide variations among communities in *Policing Cost Per Capita* and in *Police Mills,* lending support to the concerns of municipalities about the uneven tax load borne by residents in various northern communities. Cost growth rates also varied considerably, but all municipalities reported having to raise taxes in order to pay for the rising costs of policing.

Respondents felt the following factors were most responsible for contributing to rising policing costs:

- *police time appearing and testifying in court;*
- *police paperwork;*
- *rising crime rates;*
- *police overtime;*
- *police equipment requirements.*

Court-related use of police resources appears to be a consistent and significant area of concern.

Respondents were asked the extent to which they would support a variety of cost containment measures. Those measures receiving the greatest support included:

- *greater use of lower cost resources (e.g., Special Constables, Bylaw Officers) to take over some of the tasks currently handled by police officers;*
- *greater use of volunteers to assist and support the police.*

Support was low for replacement of the RCMP with provincial, regional or municipal police forces, except in native communities where there was modest support expressed for regional or municipal (i.e., tribal) police.

Respondents were also asked to indicate their support for increased taxes to implement specific measures to deal with policing and public disorder problems. No one measure received either strong support or opposition. Those receiving a modest level of support included:

- *additional officers dedicated to the community;*
- *improved access to drug/alcohol treatment services;*
- *more equipment or technology available to police officers.*

Despite significant concerns about policing costs, the results suggest that there may be support among community residents (both urban and rural) for increased taxes earmarked for specific policing resources as well as for community treatment facilities. Greater use of alternative resources such as Bylaw Officers, Special Constables and volunteers also appears to have substantial support.

CONCLUSIONS

Based on the information gathered in the study, our conclusions related to each of the study objectives are presented below.

Municipalities With Disproportionately High Policing Costs

The analysis of crime and policing cost data clearly shows that a greater proportion of municipal detachments in the NADC area face high crime rates and policing costs than do other detachments in Alberta. The following nine municipalities (out of 18 in the NADC area) were identified in the high crime/cost group:

- Athabasca
- Fort McMurray
- Grand Centre
- Grande Prairie
- High Level
- High Prairie
- Lac La Biche
- St. Paul
- Valleyview

Factors Leading To High Policing Costs

The analysis of crime and policing cost data showed clearly that detachment staffing levels, and hence policing costs, were directly influenced by the crime rate in the detachment area. Although the study was not intended to look specifically at causes of crime, a number of factors were identified which were felt by participants to lead to high crime rates:

- lack of community-based social, recreation and treatment programs for offenders and those at risk of falling into crime;
- significant levels of crime by non-residents, particularly in regional service centres;
- apathy or reluctance of residents to take personal responsibility for reporting crimes and testifying in court;
- ineffectiveness of the justice system in deterring crime and dealing with chronic repeat offenders;
- lack of cooperative effort between the police and community residents on crime prevention and problem-solving.

A number of factors were also identified which participants felt were responsible for higher policing costs generally, independent of the crime rate:

- greater distances, travel costs and unproductive travel time in northern detachments;
- significant unproductive police time in court-related duties (i.e., paperwork, testifying, security, prisoner escort);
- insufficient use of lower cost alternative law enforcement personnel[4] to perform some of the functions currently performed by regular RCMP officers;
- inability of municipalities to control policing costs, including officer salaries (regular and overtime), space and support costs;
- inadequacy of the cost-sharing formula and of the Municipal Police Assistance Grant in compensating for special circumstances in each community (leading to unequal tax burdens for policing services).

Efforts Related To Community Involvement In Policing

Although it was widely recognized that communities have an important role to play in assisting the police in crime prevention and law enforcement, communities did not have widespread grassroots involvement of residents in policing. As noted above, residents generally do not appear to accept ownership of crime in their communities or recognize their personal responsibility for becoming involved.

Community Advisory Committees are becoming more common in northern Alberta, but they do not yet appear to be functioning strongly as a mechanism for joint planning and problem-solving between the RCMP and the community. Part of the difficulty of implementing Community Advisory Committees appears to be that residents have traditionally trusted the RCMP to determine what should be done, and do not feel the need to become more involved in policing issues.

Despite the general lack of community involvement, the study documented a number of innovative programs in several communities where groups of concerned citizens have worked with the police to deal with a specific problem or issue. Of particular interest were various Victims Assistance Programs and Crime Prevention/Safer Cities Committees, which appear to have generated significant political and volunteer support in working with the RCMP in their communities.

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[4] Alternative personnel include: volunteers, Auxiliary Constables, Bylaw Enforcement Officers and Special Constables (including Band Constables).

Policing Strategies To Improve Service Without Increasing Costs

While there was modest support found for increasing taxes to improve policing services, the study demonstrated that residents of northern Alberta do not generally consider "more officers" as a practical strategy to improve service. It was recognized that different approaches were required to provide policing services more efficiently. Two major interrelated strategies emerged:

Community-Based Policing

Although not generally referred to by name, it was clear that residents widely support the philosophy and operational tactics of community-based policing. This was evidenced by support for:

- increasing the level of face-to-face interaction between police officers and residents on both a professional and social level;
- enhancing the role of the officer as a peace keeper and problem-solver;
- greater use of foot patrol and satellite offices;
- more emphasis on crime prevention activity and assisting the community to organize and operate prevention programs;
- greater community input into policing policies and priorities.

These findings suggest strongly that the current direction of the RCMP towards a community-based policing approach will find widespread support in northern Alberta.

Alternative Law Enforcement Personnel

It was recognized that focusing a greater share of police resources on crime prevention and community consultation would be difficult in most northern Alberta communities because of the heavy criminal workloads carried by police. It is also nearly impossible for the RCMP to have a strong community-level presence in a territory so large and sparsely populated.

These factors support the strategy of using lower cost community-based law enforcement personnel to the greatest extent possible to complement the contingent of regular RCMP officers. Benefits noted include the following:

- As a cost-containment measure, the use of alternative personnel would allow the contractor (municipality or province) to get more service at the same cost. Numerous examples were given of police activities which could be delegated to lower levels[5];
- Being based in the community, such personnel would be in a position to provide a first response and a more visible law enforcement presence, particularly in communities remote from an RCMP detachment;

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[5] Suggestions included: conducting follow-up investigation (minor crimes), enforcing bylaws and non-moving violations, enforcing seat belt laws, serving summonses and subpoenas, providing courtroom security and prisoner escort, returning stolen property, informing next of kin (bereavement support), making public awareness presentations.

- Community residents would be more likely to establish personal, positive and supportive relationships with the local officer/constable (and the police generally), supporting the evolution towards community-based policing (i.e., joint ownership, planning and action on problems);
- Municipalities with RCMP contracts would be able to exercise a greater measure of control over policing costs and enforcement priorities.

These two strategies appear to be gaining acceptance in northern Alberta as communities attempt to deal with the growth in crime and policing costs. While not the only solutions, they appear to warrant encouragement and support as reasonable directions for policing in northern Alberta in the coming years.

INTRODUCTION

INTRODUCTION

BACKGROUND

In response to concerns raised by a number of northern communities about crime, rising policing costs and reduced police services, the Northern Alberta Development Council (NADC), in cooperation with the RCMP and Alberta Solicitor General, commissioned a study to review policing in northern Alberta. The objectives of the study were to:

- identify municipalities with disproportionately high policing costs;
- review factors that lead to high policing costs;
- describe efforts in northern Alberta related to community involvement in policing;
- identify existing or new policing strategies which could improve service without increasing costs.

In view of financial constraints facing all levels of government, it was recognized that it may not be practical to increase funding for policing services and simply do "more of the same thing." It was intended, therefore, that the study would identify alternative approaches to policing, as well as mechanisms for greater community involvement in crime prevention and the justice system, with the ultimate goal of improving the cost-effectiveness of policing in northern Alberta.

STUDY APPROACH

A Steering Committee was established to oversee the study. The study commenced in January of 1992, involving four major data collection phases:

1. Review of Trends in Community-Based Policing - a review of the literature to identify current trends in community-based policing which may be applicable in northern Alberta;
2. Review of Crime and Cost Statistics - an analysis of crime and policing cost data for northern RCMP detachments to identify communities with significantly high crime rates and policing costs relative to other communities in Alberta;
3. Community Visits on Policing Issues and Solutions - visits to nine northern communities to discuss policing issues and potential strategies to reduce costs or improve services;
4. Survey of Policing Issues in Northern Alberta - a comprehensive survey of northern communities to explore perceptions and opinions about crime and public disorder problems, cost containment measures and alternative styles of policing.

TRENDS IN COMMUNITY-BASED POLICING

TRENDS IN COMMUNITY-BASED POLICING

INTRODUCTION

The literature commonly contrasts two models of policing, the "professional" model and the "community-based" approach. The professional model of policing is generally seen as one in which crime is the exclusive property of the police, with law enforcement officers forming a protective shield, or "blue line" for the community against crime. Key elements of the professional model have been described by different writers as being technology-driven, involving a rapid response strategy and random motorized patrol. In this model, police officers are required to adhere to detailed regulations and procedures. Line-level officers are treated relatively impersonally and held to strict account by headquarters in their daily work. The professional policing model dates back to the 1930's when police intentionally developed tactics to distance themselves from the community to ensure police independence and impartiality. These tactics were reinforced by such technological developments as the motor vehicle, telephone, two-way radio and on-board computer. Motor vehicles had the advantage of increasing the patrol territory covered by officers. Officers could more readily be supervised by maintaining two-way radio contact with headquarters.

Motorized preventive patrol was believed to deter criminals by making them fearful of being discovered in a criminal act. It was also felt that the regular appearance of police cars would increase citizens' feelings of safety and security. However, serious questions about the value of motor patrol as a crime fighting tool began to appear in the 1960's. A variety of scientific studies showed that:

- Officers on motor patrol seldom dealt with criminal matters. The majority of time was spent on public service activities;
- Reporting of crime by citizens was not found to be consistently affected by increased levels of motor patrol;
- Citizen attitudes, crime and arrests did not change in response to increases or decreases in levels of motor patrol;
- Attempts to increase police presence had no effect on crime. For example, burglary rates were not found to respond to intensive patrol;
- The advantages of rapid response time were offset by the tendency of victims to wait considerable periods of time before notifying police.

These and other research results led observers of policing to suggest that it was insufficient to define the police primarily as crime fighters; their functions were far broader, including peace keeping and management functions. In short, police increasingly came to be seen as both part of the criminal justice system and a key element of community life.

COMMUNITY-BASED POLICING

As a consequence of such research studies, a number of innovative approaches to police service delivery have been developed over the past decade, including:

- Problem-oriented policing - a systematic approach to analyzing problems, organizing and targeting police resources on those problems, carefully measuring the results, and modifying interventions in light of the experience gained;
- Crime prevention - anticipating and appraising crime risks and taking actions to reduce the identified risks;
- Management delegation - delegating increased authority down to lower level managers for setting objectives and controlling budgets.

The new approach to policing, often called community-based policing, is seen by many as a re-emergence or revitalization of the traditional approach to policing developed in London by Peel and his associates in the last century. The central principle underlying this type of policing is a full partnership between the community and their police in identifying and addressing local crime and disorder problems. Crime is seen as the joint responsibility of the community and the police, and therefore an interactive and cooperative relationship is called for. Often, this means that community members, as clients of the police, should have opportunities to participate in shaping police policy and decision making.

While no universal definition for the term "community-based policing" exists, three key elements are commonly noted:

1. An expanded police role in the community;
2. Changes in the internal organization of the police;
3. Greater linkage of the police with the community.

A variety of changes in operational tactics have emerged:

- Freeing officers from the isolation of patrol cars and putting them into direct, face-to-face contact with community residents on a daily basis in the form of foot patrols and store-front offices;
- Assigning more general responsibilities to the uniformed officer, including taking on significant crime prevention, referral and public education responsibilities to complement normal response, enforcement and investigation functions;
- Allowing officers the freedom to explore new ways to work with community residents to solve problems;
- Encouraging greater initiative and input by line officers, and greater decentralized decision making and participation within the police organization;

- Priorizing calls for service from citizens, with less emphasis on rapid response to all calls (e.g., de-emphasis of 911 service to bring consumer wants in line with police resources);
- More involvement of officers in the community by encouraging them to help organize neighborhood block clubs, associations, block watches and by encouraging citizens to take on responsibilities for crime prevention;
- Greater input of community members into police planning and accountability;
- Greater status in the police organization for the uniformed officer who is expected to take on a more generalized type of role;
- Viewing the scope of policing as dealing with a wide range of different problems, not just crime; each problem is seen as requiring a different response, not a generic response applied across all problems;
- Reinforcing the importance of the police working to prevent problems rather than simply responding efficiently to an endless number of incidents that are the surface expression of problems;
- Emphasizing the police role as community facilitators who assist the community to solve its problems.

Generally, the aims of community-based policing are seen as:

- Using more fully the knowledge and expertise of line-level police officers;
- Enabling officers to realize greater satisfaction in their work;
- Enabling the community to realize a higher return on their investment in the police.

Community-based policing initiatives are seen as ways to improve police performance in several areas:

- Accountability to the community - Locally assigned police officers are held responsible for identifying and dealing with crime or public disorder problems within the local community area;
- Identification with the community - Line officers are expected to get to know the residents within their local community area and to determine the nature and extent of community problems by obtaining the views of residents. Officers work with community organizations to developing solutions to local problems and with residents to form necessary community associations;
- Proactive approach - Police are expected to carefully identify community problems and devise strategies for dealing with them.

The key roles of a community-based police officer are often expressed as those of planner, problem-solver, information exchanger, community organizer:

- As planner, the local officer is expected to identify principle problems confronting people within the local area, priorize them, conduct the necessary analysis and develop corrective strategies;
- As problem-solver, the generalist police officer is expected to mobilize local resources against community problems. These resources include police officers themselves as law enforcement specialists, other policing resources available in the community, public and private service agencies operating in the local community, and individual citizens and associations in the local community;
- As community organizer, the local officer is expected to help increase awareness by the local community of its problems and to involve community people in organizing and developing strategies to address the problems. Officers motivate citizens to help implement the strategies and help to coordinate their actions;
- As information exchange links, community officers are in a position to provide police headquarters with information about problem conditions and locations, active criminals and citizen fears. In turn, officers provide citizens with information about community problems, and technical information, advice and strategies for preventing crime.

Numerous commentators note that the effectiveness of the police can be enhanced if they increase the quantity and quality of their contacts with individual citizens and community groups, and if they include analysis of the causes of crime in their responses to local problems. The expectation is that such citizen contact and informed analysis will enable police to better use the resources of citizen groups and other public agencies to deal with crime. Enhanced crime control is therefore seen to follow from emphasis on:

- *Increased police presence*. Patrolling in cars is seen as only one way to communicate police presence. Activities such as foot patrol, visiting citizens in their homes, and attending group meetings also increase the visibility of police. These efforts help to deter potential offenders from committing crimes and allow officers to collect additional information about potential crime incidents;
- *Better surveillance and deterrence of repeat offenders.* It is argued that police officers who work closely with community groups and citizens are in a position to learn more about individuals who are prone to committing repeat offences within the community;
- *Increased access to information.* Based on closer communication with citizens, police are expected to be in a better position to gather information for both preventing and solving crimes;
- *Early intervention to prevent the escalation of disorder into crime.* Several writers have argued that there is an important link between minor instances of disorder and the

occurrence of serious crime. For example, disorderly behavior, if left unattended, may escalate into serious crime;

- *Crime prevention activities.* An important part of community-based policing is seen as providing crime prevention advice to citizens and other community institutions. Recommendations can range from "target hardening" with strengthened doors and locks, to more secure street and building design;
- *Problem solving.* Many commentators have noted that police have historically viewed calls for service and criminal events as unrelated incidents. However, in a problem solving approach, many incidents may be seen as part of a chronic situation that can be dealt with through analysis and preventive intervention by police or other agencies;
- *Community consultation.* Police officers work with community representatives to help them set their priorities for safety and security and to better understand the problems associated with public policing. A variety of mechanisms to improve police-community dialogue have been used, including advisory or consultative committees and meetings with local interests groups;
- *Police agencies as service organizations.* Citizens are seen as clients of the police who consume their services. The implication is that the police agency is an organization responsive to community needs with a responsibility to get close to its customers;
- *Inter-agency cooperation.* The police branch out to form strategic partnerships with other community agencies. From this perspective, the police become part of the service network of agencies addressing community problems;
- *Changing composition of police services.* A shift occurs towards a better reflection of the demographic and social composition of the communities being served. Heavy emphasis is placed upon the recruitment of visible minorities into the police ranks and the use of community volunteers to assist in policing activities.

It should be pointed out that community-based policing does not limit or necessarily affect other important centralized functions of the police in areas such as gathering intelligence or fighting organized crime which typically deal with jurisdictions beyond the community level. Community-based policing is a philosophy that governs the way in which police officers operate and carry out their role in the community. Community-based policing should not be confused with "community involvement" in policing through crime prevention programs such as Block Parents or Crime Watch. These can function under either model of policing. Community-based policing does, however, place greater emphasis on cooperative interaction between police and community residents; fostering community involvement in crime prevention is one of its key strategies.

CRIME AND POLICING COSTS IN NORTHERN ALBERTA

CRIME AND POLICING COSTS IN NORTHERN ALBERTA

INTRODUCTION

One of the objectives of the study was to identify communities with "disproportionately high policing expenditures", and to identify factors that lead to high policing costs.

In recent years a number of briefs have been received by the NADC from several communities in northern Alberta raising concerns about rising crime rates and escalating costs of providing policing services. It was considered important, therefore, to analyze available crime and policing cost statistics to document as accurately as possible the current situation in northern Alberta, both internally and in comparison to provincial norms.

Information was collected for the two fundamental policing arrangements found in northern Alberta:

1. *Municipal RCMP Detachments* (61 detachments in Alberta, including 18 in the NADC area) - The Police Act requires that towns and cities in Alberta with populations of 2,500 or greater must provide policing services, either by establishing their own municipal police force or by contracting for policing services from another source. In northern Alberta, no communities have chosen to establish their own police force; rather, all have entered into contracts with the federal government for the RCMP to provide policing services within their municipal boundaries.
2. *Provincial RCMP Detachments*[6] (106 detachments in Alberta, including 30 in the NADC area) - The Police Act requires the province to provide policing services for rural areas and communities with populations under 2,500. The Province has done so by contracting with the federal government for the RCMP to serve as the provincial police force.

Since no communities in northern Alberta provide their own policing services (referred to as Urban Policing Services), information for such cases have not been included in this analysis.

Under contract terms with the federal government, municipalities with populations over 2,500 (16 detachments in the NADC area) pay 70% of the cost of each RCMP member in the detachment, while those with populations over 15,000 (two detachments in the NADC area) pay 90%. The federal government picks up the remaining portion in recognition of their responsibility for national security and the enforcement of federal statutes. In addition to their share of officer costs, contract holders are also required to pay 100% of officer overtime charges and other support costs (e.g., space, secretarial, etc.).

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[6] Most provincial detachments in northern Alberta share space with municipal detachments. For this analysis, all information (e.g. staffing, population, crime) has been separated to isolate provincial from municipal detachment statistics. Communities in Alberta with populations under 2,500 are typically policed from a provincial detachment, although they may opt to contract directly with the RCMP under the municipal arrangement described above (six communities in Alberta, including four in the NADC area - Athabasca, Fox Creek, Swan Hills, Valleyview - have done so).

APPROACH

Data Sources

Information used to compare crime and policing costs in northern Alberta was obtained from the following sources:

- *Alberta Municipal Affairs* - municipal policing expenditures for 1988, 1989 and 1990, along with related budgetary and assessment information as reported by municipalities in standardized financial statements provided annually to Alberta Municipal Affairs;
- *RCMP K Division* - detachment-based statistics for 1990 relating to populations served, staffing levels and crime rates;
- *Alberta Solicitor General* - expenditures for 1989/90 relating to the contract between the province and the federal government to provide policing in rural areas of Alberta.

Comparison Method

In comparing various detachments throughout Alberta, it was understood that variations would be encountered in basic crime and cost data. It was necessary, therefore, to represent the data in the form of ratios that would put detachments on as equal a footing as possible. Since no single ratio would necessarily tell the entire story, it was also necessary to generate a variety of ratios to limit the opportunity for misinterpretation of results.

The following four ratios are used for comparison of crime and policing costs between all detachments (municipal and provincial):

1. *Number of Officers Per Thousand Population* (1990) - number of officers in the detachment in proportion to the reported detachment population (in thousands);
2. *Number of Offences Per Officer* (1990) - criminal code incidents (from RCMP "K" Division crime statistics) in proportion to the number of officers in the detachment. This statistic is a measure of officer workload in terms of "reactive" policing activities[7];
3. *Number of Offences Per Thousand Population* (1990) - criminal code incidents in proportion to detachment population (in thousands). This statistic is a measure of the crime rate within the detachment;
4. *Policing Cost Per Capita* - total policing cost per detachment in proportion to population served. Policing costs for municipal detachments are an average of net policing costs over a three year period (1988-90)[8] as reported by the municipalities to Alberta Municipal

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[7] Although no reliable measure exists for crime prevention work, high criminal workloads suggest little time for "preventive" policing activities.

[8] In calculating ratios #4 - #9 for municipal detachments, average cost figures over a three year period (1988-90) have been used in order to account for possible variations in municipal spending and taxation patterns from year to year.

Affairs. Policing costs for provincial detachments are estimates based on allocating the total 1989/90 provincial contract cost to each provincial detachment in direct proportion to the number of officers in the detachment[9].

The remaining five ratios are used for comparison of policing costs between municipal detachments only[10]:

5. *Policing Cost Growth Rate* - growth in Net Policing Costs between 1988 and 1990;
6. *Policing Cost as a Percentage of Operating Budget* - average Net Policing Costs (1988 - 1990) as a proportion of average Net Municipal Cost of Operations (1988 - 1990). This ratio shows policing costs in relation to the cost of other municipal programs and services;
7. *Policing Cost as a Percentage of Taxes for Municipal Purposes* - average Net Policing Costs as a proportion of average Taxes for Municipal Purposes. This ratio shows policing costs in relation to taxes raised to finance municipal operations;
8. *Policing Cost as a Percentage of Total General Municipal Revenue* - average Net Policing Costs as a proportion of average Total General Municipal Revenue. This ratio looks at policing costs in relation to the total revenue of the municipality from taxes, grants (including police support grants from the province), fines (including bylaw enforcement) and other sources;
9. *Policing Cost in Mills (Police Mills)* - the effective mill rate attributable to policing costs, using average Net Policing Costs per thousand dollars of Equalized Assessment.

Data Analysis

In order to identify detachments whose ratios are "disproportionately" high or low in comparison to others, two basic approaches can be used:

1. calculating a mean for each ratio and identifying those detachments significantly above the mean;
2. rank ordering detachments according to the value of their ratios and selecting those in the top of the range for the group.

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[9] The provincial contract cost includes a number of items paid for globally by the province (e.g., Air Division) which are not incorporated in the "cost per officer" amount used by the RCMP to bill municipal contract holders. This will result in a slightly elevated cost per officer for provincial detachments, and may result in somewhat greater numbers of provincial detachments appearing as "high cost" centres using Policing Cost Per Capita alone. The effect is minimized, however, by using supplementary ratios (#5 - #9) which have been calculated only for municipal contract holders.

[10] All ratios are based on municipal budgetary and assessment data not available for provincial detachments whose jurisdictions do not generally follow municipal boundaries.

We have chosen the latter approach, using the first quartile (i.e., the top 25% of the range) as the cut-off point. This approach is favored in this case for two reasons:

1. The distributions for many of the ratios were found to be skewed, with several extreme values, undermining principal assumptions for using the mean as an accurate measure of central tendency. Decisions would be required to exclude certain cases that affect the mean, had this approach been selected;
2. Using percentiles helps to focus more directly on the number of detachments whose ratios are high in comparison to others, regardless of their value or the spread of values for any given ratio.

In calculating cut-off levels, we have chosen to group small municipal, large municipal and provincial detachment types together in a single pool, rather than performing separate analyses on each detachment type. This puts all detachments in Alberta on the same footing for comparison purposes, considering the importance of equity between residents being served by detachments of different types.

PROVINCIAL OVERVIEW

Table 1 provides an overview of various crime and policing cost ratios comparing detachments in the NADC area to those in the rest of Alberta. The table shows, for each ratio, the number and percentage of detachments of each type (i.e. small municipal, large municipal and provincial) that fall within three ranges:

1. Bottom 25% - detachments whose ratio is in the bottom 25% of the range for Alberta;
2. Intermediate - detachments whose ratio is in the middle 50% of the range for Alberta;
3. Top 25% - detachments whose ratio is in the top 25% of the range for Alberta.

Using ***Officers/1000*** as an example, the results should be interpreted as follows:

> 46% of the 48 NADC area detachments (see NADC-Area Total) are in the top 25% of the range provincially in terms of officers per thousand population, compared to only 16% of the 118 southern detachments (see Other Alberta Total).

These results show that nearly half of all NADC-area detachments fall into the "high" range for officers per thousand population, compared to about one-sixth of other detachments in Alberta, suggesting generally higher staffing levels in northern detachments based on population served. Despite these higher staffing levels, however, it is interesting that 42% of NADC-area detachments also fall into the high range for ***Offences/Officer***, compared to 18% of other Alberta detachments, indicating significantly higher crime rates in many northern detachments. This is confirmed by looking at ***Offences/1000***, which shows that 44% of NADC-area detachments fall into the high crime rate range, compared to only 17% of other Alberta detachments.

TABLE 1
CRIME AND POLICING COST RATIOS
(Number and Percentage of Detachments in Percentile Ranges by Detachment Location and Type)

	NADC AREA DETACHMENTS								OTHER ALBERTA DETACHMENTS							
RATIO	Small Municipal		Large Municipal		Rural		TOTAL		Small Municipal		Large Municipal		Rural		TOTAL	
	n	%	n	%	n	%	n	%	n	%	n	%	n	%	n	%
OFFICERS/1,000																
Bottom 25%					6	20	6	12	2	5			33	43	35	30
Intermediate	8	50	2	100	10	33	20	42	31	78	2	100	31	41	64	54
Top 25%	8	50			14	47	22	46	7	17			12	16	19	16
OFFENCES/OFFICER																
Bottom 25%					5	17	5	10	4	10			32	42	36	30
Intermediate	7	44			16	53	23	48	19	48	1	50	41	54	61	51
Top 25%	9	56	2	100	9	30	20	42	17	42	1	50	3	4	21	18
OFFENCES/1,000																
Bottom 25%					3	10	3	6	1	2			37	49	38	32
Intermediate	7	44			17	58	24	50	27	68	1	50	32	42	60	51
Top 25%	9	56	2	100	10	33	21	44	12	30	1	50	7	9	20	17
COST/CAPITA																
Bottom 25%					5	17	5	10	4	10			32	42	36	31
Intermediate	8	50			11	37	19	40	31	78	2	100	32	42	65	55
Top 25%	8	50	2	100	14	47	24	50	5	12			12	16	17	14
% COST GROWTH																
Bottom 25%	1	6	1	50			2	11	12	30	1	50			13	31
Intermediate	7	44					7	39	22	55	1	50			23	55
Top 25%	8	50	1	50			9	50	6	15					6	14
% OPER. BUDGET																
Bottom 25%	2	12					2	11	12	30	1	50			13	31
Intermediate	8	50	2	100			10	56	20	50					20	48
Top 25%	6	37					6	33	8	20	1	50			9	21
% MUNIC. TAXES																
Bottom 25%	1	6					1	5	13	32	1	50			14	33
Intermediate	10	63	2	100			12	67	18	45					18	43
Top 25%	5	31					5	28	9	22	1	50			10	24
% MUNIC. REVENUE																
Bottom 25%	2	12					2	11	12	30	1	50			13	31
Intermediate	7	44	2	100			9	50	21	53					21	50
Top 25%	7	44					7	39	7	17	1	50			8	19
POLICE MILLS																
Bottom 25%	2	12					2	11	12	30	1	50			13	31
Intermediate	7	44	1	50			8	44	21	53	1	50			22	52
Top 25%	7	44	1	50			8	44	7	17					7	17

Table 1 also shows higher proportions of NADC-area detachments with high cost ratios as well. For example:

- 50% are high in terms of ***Cost/Capita*** and ***% Cost Growth*** (versus 14% of other Alberta detachments);
- 44% are high in terms of ***Police Mills*** (versus 17% of other Alberta detachments);
- 39% are high in terms of police costs as a ***% of Municipal Revenue*** (versus 19% of other Alberta detachments);
- 33% are high in terms of police costs as a ***% of Operating Budget*** (versus 21% of other Alberta detachments).

There is little difference in the proportions of northern and southern detachments that are high in terms of police costs as a ***% of Municipal Taxes*** (28% versus 24%).

A graphic depiction of the above findings can be seen in Figure 1 which compares the proportion of NADC-area and other Alberta detachments above the median for each of the above ratios. The results show rather dramatically that significantly greater proportions of NADC-area detachments have crime and policing cost ratios above the median for Alberta as a whole.

NORTHERN ALBERTA PROFILE

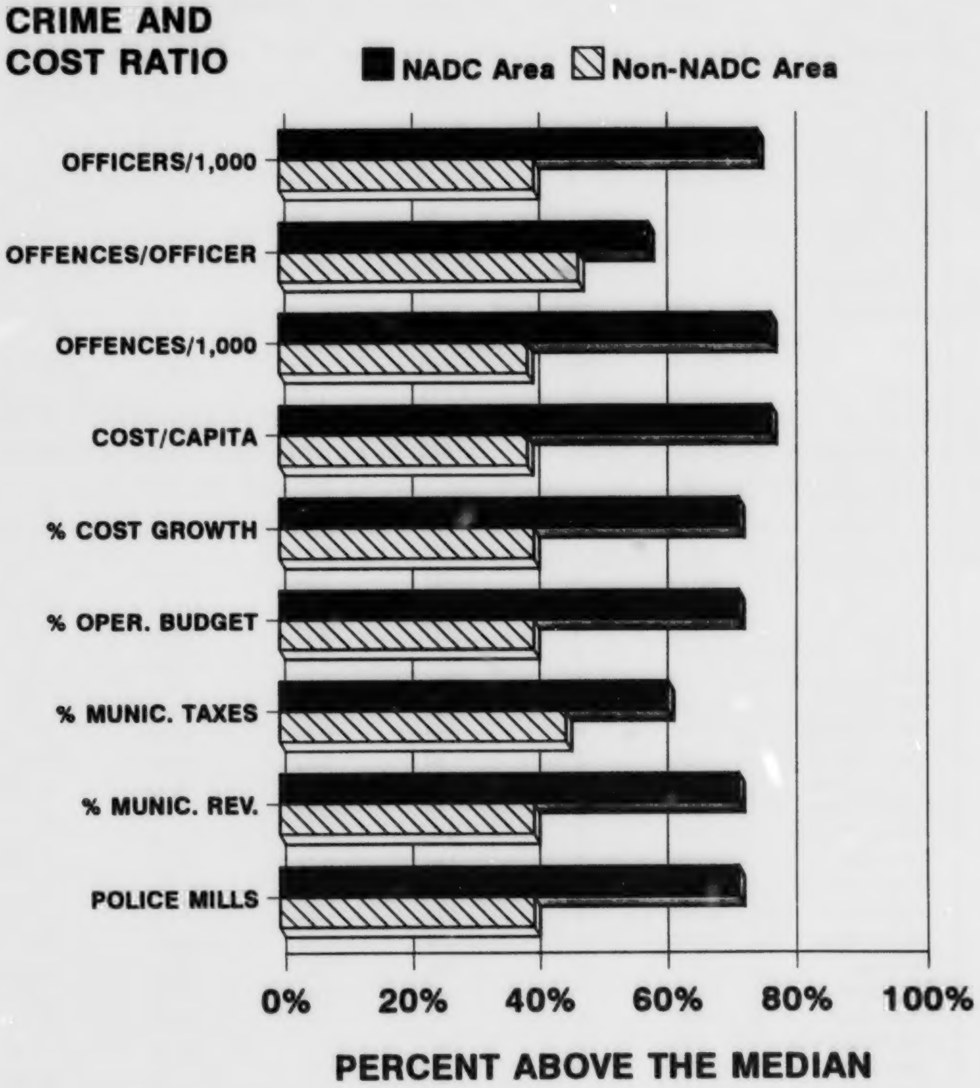
Table 2 provides 1990 population, police and crime data for each northern detachment (Source: RCMP K Division). The table also shows the values for three of the ratios used in this analysis:

- *Officers Per Thousand* (75th percentile = 1.45) - Values range from a low of 0.54 in Fort Vermilion (provincial) to a high of 10.53 in Grande Cache (provincial). Other two-man provincial detachments also have high values for this ratio;
- *Offences Per Officer* (75th percentile = 101.4) - Values range from a low of 30 in Fox Creek (provincial) to a high of 184 in Grande Prairie (large municipal). Several other detachments of all types also have ratios near this level. The results suggest widely different workloads across detachments, reflecting on the time available for officers in some detachments to become involved in crime prevention initiatives within the community;
- *Offences Per Thousand* (75th percentile = 139.8) - Values range from a low of 42 in Fairview (provincial) to a high of 471 in Fort McMurray (provincial). Again, several other detachments have high crime rates.

What stands out most from the data in Table 2 is the tremendous range in values across detachments, and therefore in the situations experienced by residents across northern Alberta. This result supports the general sense of "disparities" in crime and policing in northern Alberta that have been expressed by residents, although both provincial and municipal detachments show similar diversity.

FIGURE 1

PERCENT OF RCMP DETACHMENTS ABOVE THE MEDIAN FOR EACH RATIO



Northern Alberta defined by NADC boundry
Medians exclude Urban Policing Services

TABLE 2
POPULATION, POLICING AND CRIME DATA
(NADC-Area Detachments)

DETACHMENT	POP	# RCMP OFFICERS	# OFFENCES	OFFICERS /1000 POP	OFFENCES /OFFICER	OFFENCES /1000 POP
Small Municipal						
Athabasca	1,975	5	475	2.53	95.00	240.51
Bonnyville	5,575	9	1,102	1.61	122.44	197.67
Fairview	3,281	4	456	1.22	114.00	138.98
Fox Creek	2,259	3	199	1.33	66.33	88.09
Grand Centre	3,715	5	611	1.35	122.20	164.47
Grande Cache	3,654	5	427	1.37	85.40	116.86
Grimshaw	2,753	4	335	1.45	83.75	121.69
High Level	3,004	7	754	2.33	107.71	251.00
High Prairie	2,817	6	1,085	2.13	180.83	385.16
Lac La Biche	2,553	5	755	1.96	151.00	295.73
Peace River	6,696	9	911	1.34	101.22	136.05
St. Paul	5,128	9	1,145	1.76	127.22	223.28
Slave Lake	5,611	8	1,212	1.43	151.50	216.00
Swan Hills	2,412	3	233	1.24	77.67	96.60
Valleyview	2,218	5	574	2.25	114.80	258.79
Whitecourt	6,922	10	922	1.44	92.20	133.20
Large Municipal						
Fort McMurray	33,698	45	6,629	1.34	147.31	196.72
Grande Prairie	28,350	38	6,973	1.34	183.50	245.96
Provincial						
Assumption	1,635	5	671	3.06	134.20	410.40
Athabasca	4,960	4	511	0.81	127.75	103.02
Beaverlodge	6,595	7	539	1.06	77.00	81.73
Bonnyville	5,305	5	366	0.94	73.20	68.99
Boyle	3,110	4	581	1.29	145.25	186.82
Desmarais	2,175	4	423	1.84	105.75	194.48
Elk Point	4,095	5	595	1.22	119.00	145.30
Fairview	5,360	4	227	0.75	56.75	42.35
Faust	2,595	4	457	1.54	114.25	176.11
Fort Chipewyan	1,330	4	426	3.01	106.5	320.30
Fort McMurray	1,260	7	593	5.56	84.71	470.63
Fort Vermilion	7,430	4	342	0.54	85.50	46.03
Fox Creek	430	2	60	4.65	30.00	139.53
Grand Centre	10,100	10	614	0.99	61.40	60.79
Grande Cache	190	2	55	10.53	27.50	289.47
Grande Prairie	13,030	8	836	0.61	104.50	64.16
Grimshaw	3,120	2	146	0.64	73.00	46.79
High Level	1,910	3	223	1.57	74.33	116.75
High Prairie	4,730	8	586	1.69	73.25	123.89
Lac La Biche	6,130	7	476	1.14	68.00	77.65
Manning	3,450	3	195	0.87	65.00	56.52
McLennan	7,620	7	524	0.92	74.86	68.77
Peace River	2,655	5	279	1.88	55.80	105.08
Red Earth Creek	845	3	147	3.55	49.00	173.96
Slave Lake	1,765	3	335	1.70	111.67	189.80
Spirit River	6,490	5	372	0.77	74.40	57.32
St. Paul	8,990	10	934	1.11	93.40	103.89
Swan Hills	1,005	2	131	1.99	65.50	130.35
Valleyview	2,685	4	268	1.49	67.00	99.81
Whitecourt	1,570	2	151	1.27	75.50	96.18

Table 3 provides the policing cost ratios for each NADC-area detachment[11]. The following results were obtained:

- *Cost Per Capita* (75th percentile = 95.9) - Values ranged from a low of 35 in Fort Vermilion (provincial) to a high of 683 in Grande Cache (provincial). These results mirror the findings earlier for *Officers per Thousand*, since detachment costs depend primarily on the number of officers in the detachment;
- *% Cost Growth* (75th percentile = 33.1%) - Values ranged from a low of 4% growth (1988 - 1990) in Grande Cache to a high of 73% in Athabasca;
- *% of Operating Budget* (75th percentile = 16.0%) - Values ranged from a low of 8% in Swan Hills to a high of 25% in Lac La Biche;
- *% of Municipal Taxes* (75th percentile = 23.7%) - Values ranged from a low of 12% in Swan Hills to a high of 34% in Lac La Biche;
- *% of Municipal Revenue* (75th percentile = 15.7%) - Values ranged from a low of 9% in Swan Hills to a high of 24% in Lac La Biche;
- *Police Mills* (75th percentile = 3.5 mills) - Values ranged from a low of 1.85 mills in Whitecourt to a high of 5.0 mills in Valleyview.

Police costs as a percentage of municipal finances (i.e., operating budget, taxes, total revenue) appear to provide similar results in terms of the relative ranking of different municipalities. The pattern is somewhat different for Cost Growth and Police Mills. The variation in Police Mills shows the different impact of policing costs on the taxation of municipal wealth, suggesting some communities may find it more difficult than others to fund future cost increases out of locally generated funds.

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[11] Policing Costs and related cost ratios for municipal detachments are based on average figures over a three year period from 1988 - 1990 (Source: Alberta Municipal Affairs). Policing Costs for provincial detachments are estimates based on allocating the total 1989/90 provincial contract cost (Source: Alberta Solicitor General) to each provincial detachment in proportion to approved 1990 detachment strength (See Table 2: # Officers).

TABLE 3
POLICING COST RATIOS
(NADC-Area Detachments)

DETACHMENT	POLICING COSTS	COST /CAPITA	% COST GROWTH	% OPER BUDGET	% TAX REVENUE	% TOTAL REVENUE	POLICE MILLS
Small Municipal							
Athabasca	271,517	137.48	72.90	16.18	23.32	16.15	3.48
Bonnyville	539,843	96.83	30.09	16.10	22.98	16.13	3.52
Fairview	241,930	73.74	27.84	13.96	22.87	13.85	3.13
Fox Creek	195,150	86.39	21.08	14.82	26.10	15.71	3.81
Grand Centre	413,374	111.27	35.00	15.34	23.42	15.54	2.71
Grande Cache	306,641	83.92	4.46	13.05	18.65	12.96	4.64
Grimshaw	184,934	67.18	37.29	10.39	17.96	10.30	2.64
High Level	339,434	112.99	20.07	15.17	23.70	16.05	3.69
High Prairie	406,595	144.34	20.58	19.31	31.56	18.52	4.63
Lac La Biche	344,454	134.92	27.06	24.70	34.19	24.47	4.62
Peace River	528,924	78.99	58.31	11.33	18.20	11.41	2.18
St. Paul	512,181	99.88	28.49	14.20	20.55	14.02	3.25
Slave Lake	461,871	82.32	35.64	13.86	21.29	13.98	2.70
Swan Hills	188,794	78.27	40.61	8.35	11.91	8.68	3.48
Valleyview	294,654	132.85	65.21	18.96	28.21	18.56	5.00
Whitecourt	584,496	84.44	47.11	16.58	23.06	15.28	1.85
Large Municipal							
Fort McMurray	3,822,967	113.45	13.65	13.83	18.53	13.67	4.50
Grande Prairie	3,146,541	110.99	48.02	12.00	16.04	11.85	2.87
Provincial							
Assumption	324,443	198.44					
Athabasca	259,555	52.33					
Beaverlodge	454,220	68.87					
Bonnyville	324,443	61.16					
Boyle	259,555	83.46					
Desmarais	259,555	119.34					
Elk Point	324,443	79.23					
Fairview	259,555	48.42					
Faust	259,555	100.02					
Fort Chipewyan	259,555	195.15					
Fort McMurray	454,220	360.49					
Fort Vermilion	259,555	34.93					
Fox Creek	129,777	301.81					
Grand Centre	648,886	64.25					
Grande Cache	129,777	683.04					
Grande Prairie	519,109	39.84					
Grimshaw	129,777	41.60					
High Level	194,666	101.92					
High Prairie	519,109	109.75					
Lac La Biche	454,220	74.10					
Manning	194,666	56.42					
McLennan	454,220	59.61					
Peace River	324,443	122.20					
Red Earth Creek	194,666	230.37					
Slave Lake	194,666	110.29					
Spirit River	324,443	49.99					
St. Paul	648,886	72.18					
Swan Hills	129,777	129.13					
Valleyview	259,555	96.67					
Whitecourt	129,777	82.66					

Table 4 indicates northern detachments whose ratios are in the top 25% provincially. The legend is as follows:

A1 - Offences Per Thousand
A2 - Officers Per Thousand
A3 - Offences Per Officer
B1 - Cost Per Capita
B2 - Policing Cost as a % of Operating Budget
B3 - Policing Cost as a % of Municipal Taxes
B4 - Policing Cost as a % of Municipal Revenue
C1 - Police Mills
C2 - % Cost Growth

The following patterns emerge:

- Fifty-six percent (56%) of the small municipal, 100% (i.e., both) of the large municipal and 33% of the provincial detachments are in the high crime rate range (A1).
- In 17 of 21 cases where the detachment crime rate (A1) is high, officer workloads (A3) are high. In none of these cases was the number of officers per thousand low (A2), suggesting that officer workloads are primarily determined by the crime rate in the detachment.
- Detachments where crime rates are high but officer workloads are not (Athabasca - municipal; Fort McMurray, Grande Cache and Red Earth Creek - provincial) all have high costs per capita (B1) resulting from higher numbers of officers per thousand population (A1) in the detachment.
- Fifty percent (50%) of the small municipal, 100% (i.e., both) of the large municipal and 47% of the provincial detachments are in the high cost per capita range (B1).
- 6 of 8 small municipal detachments with high police costs per capita also have high costs as a percentage of two or more of the following: operating budget (B2), municipal tax revenue (B3) and total municipal revenue (B4). Only in Grand Centre and St. Paul (small municipal) and in Fort McMurray and Grande Prairie (large municipal) are costs per capita high when costs as a percentage of municipal finances (B2-B4) are not.
- Almost half (44%) of all the municipal detachments (small and large) are in the high Police Mills range (C1).
- The two large municipal detachments are both in the high cost per capita range. Only Fort McMurray is also in the high Police Mills range (C1).

TABLE 4
NADC-AREA DETACHMENTS WITH HIGH CRIME AND COST RATIOS

DETACHMENT*	A1	A2	A3	B1	B2	B3	B4	C1	C2
Small Municipal									
Athabasca	X			X	X		X		X
Bonnyville	X		X	X	X		X	X	
Fairview			X						
Fox Creek						X	X	X	
Grand Centre	X		X	X					X
Grande Cache								X	
Grimshaw									X
High Level	X		X	X		X	X	X	
High Prairie	X		X	X	X	X	X	X	
Lac La Biche	X		X	X	X	X	X	X	
Peace River									X
St. Paul	X		X	X					
Slave Lake	X		X						X
Swan Hills									X
Valleyview	X		X	X	X	X	X	X	X
Whitecourt					X				X
Large Municipal									
Fort McMurray	X		X	X				X	
Grande Prairie	X		X	X					X
Provincial									
Assumption	X		X	X					
Athabasca		X	X						
Beaverlodge									
Bonnyville									
Boyle	X		X						
Desmarais	X		X	X					
Elk Point	X		X						
Fairview		X							
Faust	X		X	X					
Fort Chipewyan	X		X	X					
Fort McMurray	X			X					
Fort Vermilion		X							
Fox Creek				X					
Grand Centre									
Grande Cache	X			X					
Grande Prairie		X	X						
Grimshaw		X							
High Level				X					
High Prairie				X					
Lac La Biche									
Manning									
McLennan									
Peace River				X					
Red Earth Creek	X			X					
Slave Lake	X		X	X					
Spirit River		X							
St. Paul									
Swan Hills				X					
Valleyview				X					
Whitecourt									

* An "X" indicates the detachment is in the top 25% provincially. For A2 only (Officers Per Thousand), an "X" indicates the detachment is in the bottom 25% provincially.

- 6 of 7 municipal detachments with two or more financial resource ratios (B2-4) in the high range are also in the high police mills range. Conversely, Grande Cache and Fort McMurray are in the high police mills range, but not in the high financial resource percentage range.
- 8 of 9 municipal detachments in the high growth rate range are not in the high police mills range. In addition, 6 of the 9 are not in the high financial resource percentage range[12].

SPECIAL CASES

No northern detachments were found to be in the High Crime/Low Cost range, suggesting that staffing levels for the most part are higher where crime rates are high. Only three detachments (all provincial) were found to be in the Low Crime/Low Cost range:

- Fairview
- Grimshaw
- Spirit River

The following NADC-area detachments were found to be in the High Crime/High Cost range:

Municipal (out of 18 detachments):

- Athabasca
- Fort McMurray
- Grand Centre
- Grande Prairie
- High Level
- High Prairie
- Lac La Biche
- St. Paul
- Valleyview

Provincial (out of 30 detachments):

- Assumption
- Desmarais
- Faust
- Fort Chipewyan
- Fort McMurray
- Grande Cache
- Red Earth Creek
- Slave Lake

Half of the municipal detachments and one-quarter of the provincial detachments in the NADC area fall into the high crime/high cost category. These northern areas warrant the greatest attention in finding solutions to reduce crime rates and contain policing costs.

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[12] High growth rates in policing costs may lead many of these municipal contract holders to move into the group of detachments with high resource percentages and police mills.

COMMUNITY VISITS ON POLICING ISSUES

COMMUNITY VISITS ON POLICING ISSUES

INTRODUCTION

Visits were made to nine northern communities during the period from March 24 to April 15, 1992. The purpose of the visits was two-fold:

- To gather detailed information about policing issues in a range of community settings typical of northern Alberta.
- To identify and document innovative ways in which communities have addressed policing issues so that successful measures may be shared with other northern communities.

The approach in each community was similar[13]: A group meeting was held in the morning with representatives of local agencies having a direct role or interest in policing issues. In the afternoon, personal interviews were conducted with community representatives who were considered knowledgeable about policing issues. In the evening, an open public meeting was held to allow residents and other community representatives to voice their policing concerns. The public meetings were advertised in advance through the local media. Local coordinators assisted the study team by making arrangements and introducing the consultants to community members.

The number of community participants attending by location and meeting type is provided in Table 5. In total, 237 individuals[14] attended group meetings and participated in interviews. Detailed notes on information gathered in each community are documented in Appendix A[15]. The results from community visits are summarized below in following sections:

- Community Involvement in Policing;
- Role of the Police in the Community;
- Impacts of the Justice System on Policing;
- Financing of Policing Services.

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[13] The visit to Fort Chipewyan was included in the schedule specifically to gather information about a unique justice initiative in the community. This visit did not follow the same agenda as in the other eight communities.

[14] In some cases individuals from the morning group meeting or the afternoon interviews also attended the evening public meeting to hear the views of the public on policing issues.

[15] It should be noted that the information contained in Appendix A are the perceptions and opinions as expressed to the consultants by the participants, and do not necessarily reflect the views of the consultants, the Steering Committee, the RCMP, the NADC or the Alberta government. It was not possible within the scope of the project to independently verify the accuracy or completeness of information provided, although the findings are considered to be a fair reflection of the issues of importance in each community.

TABLE 5
PARTICIPATION BY COMMUNITY

COMMUNITY	DATE	GROUP MEETING	INDIVIDUAL INTERVIEW	PUBLIC MEETING	TOTAL
Athabasca	Mar 24/92	11	5	11	27
Bonnyville	Mar 26/92	13	8	12	33
Whitecourt	Mar 30/92	6	12	3	21
High Prairie	Mar 31/92	10	6	12	28
Grande Prairie	Apr 02/92	20	9	15	44
Grimshaw	Apr 07/92	8	6	10	24
High Level	Apr 09/92	8	10	9	27
Fort McMurray	Apr 14/92	16	6	7	29
Fort Chipewyan	Apr 15/92		4		4
TOTAL		92	66	79	237

COMMUNITY INVOLVEMENT IN POLICING

The majority of meeting and interview participants agreed that the community had an important role to play in preventing crime and assisting the RCMP in enforcing laws. All communities visited had put in place one or more mechanisms for community involvement in policing, including:

- Crime Watch (Rural or Neighborhood);
- Park Watch/Adopt a Park;
- Block Parents;
- Crime Stoppers;
- RCMP Auxiliary Constables;
- Citizens on Patrol/Traffic Watch;
- RCMP Ride Along;
- Safe Grad/Halloween;
- Community Advisory Committee;
- Crime Prevention Committee/Safer Cities Committee;
- Police Commission/Committee;
- Victim Services Program;
- Volunteer Probation Officers.

Several of these programs were not as prevalent (e.g., Park Watch, Adopt a Park, Safe Grad, Citizens on Patrol, Crime Stoppers, Victim Services, Volunteer Probations, Crime Prevention Committees) as were others (e.g., RCMP Auxiliary Constables, Crime Watch, Block Parents, Police Committees, Community Advisory Committees). Even some of the more prevalent programs, however, appeared to be implemented largely in name only. For example, many Crime

Watch and Block Parent organizations were relatively inactive, and several of the Police Committees met relatively infrequently or did not appear to be active in problem solving with the RCMP. Except for the Auxiliary Constable Program and Community Advisory Committees (or similar Crime Prevention Committees) which were prevalent and relatively active, most of the communities visited appeared to have relatively few strongly functioning programs for community involvement in policing.

Issues

In discussing community involvement in policing, a wide range of issues were raised. Some of the more frequently noted themes were:

- **Residents not Reporting Crimes** - Individual residents in the community are avoiding their civic responsibility for reporting crimes and appearing in court;
- **Inability to Influence Police Policies and Priorities** - Communities do not have enough power to direct or influence the way in which police serve the community;
- **Lack of Community-Based Programs** - Communities do not have adequate programs to deal effectively with offenders and the underlying social problems that lead to crime.

Residents Not Reporting Crimes

It was widely felt in all the communities visited that individual residents could do much more to assist the police by taking the personal responsibility for reporting crimes (e.g., speeding, impaired driving, vandalism) to the police and being prepared to follow through by testifying in court. A number of reasons were given why residents are reluctant to get involved:

- Residents have lost confidence in the justice system and feel nothing will be done if they report crimes;
- Residents do not want the frustrations associated with appearing in court (i.e., lost time and money);
- Residents fear reprisal from offenders, or want to avoid creating friction with their neighbors;
- Crime is not seen as a problem or residents are not aware of the extent of crime in their community and therefore see no need to get more involved;
- Residents are not aware that they can report, or don't know the procedures to follow in reporting crimes to the police;
- Residents don't respect the RCMP and don't want to help them.

Many lamented the general loss of community spirit and civic mindedness that used to exist, where residents looked out for their neighbors and made a stand when they saw something happening in their community which they didn't approve. Most residents still seem to view crime as someone else's responsibility. It was noted that many residents appear to be playing the role of "victim" and are not yet outraged enough at the crime situation in their community to take action.

It appears that the majority of residents have not accepted "ownership" of crime and their personal responsibility for becoming involved.

Inability to Influence Police

Despite the existence of Police Committees and Community Advisory Committees in most of the communities visited, it was commonly felt that the community does not have sufficient power to influence policing policies and priorities as they apply to the community. It was frequently noted that the community does not know what police priorities are, or how and where police officers are being deployed, and no regular forum exists to discuss such matters with the RCMP. Most of the ongoing communication between the RCMP and the communities appears to take the form of routine presentations of crime statistics and police activities by the detachment commander to community leaders (e.g., to Council). The willingness of the RCMP to discuss or entertain changes to policing priorities or policies appeared to depend largely on the detachment commander, and could change for the better or worse depending on the incumbent.

While more communication and discussion on policing priorities was desired, it is important to note that communities did not wish to "dictate" to the RCMP what their priorities should be. There was strong support for maintaining RCMP independence from undue political influence.

Lack of Community-Based Programs

It was also recognized that the community had a responsibility to provide "social programming" to deal with some of the underlying causes of crime and to help rehabilitate offenders. The following key program deficiencies were most frequently noted:

- Programs and activities for youth, particularly those at the margins of society (at risk or involved in crime) not targeted or adequately reached by mainstream programs;
- Substance abuse treatment programs and facilities;
- Treatment programs for batterers;
- Family violence prevention programs.

A great deal of concern was raised in most of the communities visited about the growing problem of youth crime. Many participants voiced the need to find activities for youth that would make constructive use of their time, while instilling important values and ethics that were felt to have disappeared in many families and in the school system.

While many of these needed programs rely heavily on community volunteers, it was frequently mentioned that there is a serious lack of volunteers in most communities. Some of the reasons given for this include:

- Few new volunteers coming forward, resulting in burnout of existing volunteers;
- Women reentering the work force and no longer available to volunteer;
- Poor community spirit;
- Poor recruitment and mobilization of available volunteers.

It was mentioned that volunteerism is not valued, particularly among youth, many of whom feel it's not "cool" to volunteer. Others suggested, however, that youth are willing to volunteer and only need to be asked and shown what to do. This suggests that an untapped volunteer capacity may exist which could be applied to community-based programming or crime prevention. All detachments make use of community volunteers to serve as Auxiliary Constables, although it was noted in several communities that this program is not being used to its potential, largely because of limits set by the province on the number of Auxiliary Constables.

Solutions

A number of solutions were suggested to enhance community involvement in policing and crime prevention:

- To get residents to take more responsibility for reporting crime:
  - Make it less onerous for people to testify in court;
  - Teach people how to make citizen's arrests;
  - Make detachments more approachable (e.g., hold open houses, improve facility design) so residents feel they can come to the police;
  - Publicize more information on crime so residents will better appreciate what is going on and see the need to become involved;
  - Use ideas from the campaign against drinking and driving to change social attitudes about personal responsibility for reporting crime.
- To reduce or prevent crime:
  - Expand the Auxiliary Constable Program (abolish the quota, provide more training, communities pay for additional uniforms);
  - Establish programs to deal with social problems (e.g., alcohol detox and treatment, family violence prevention and treatment);
  - Open liquor outlets in outlying communities so residents won't have to travel to other communities to buy liquor;
  - Provide areas for people to legally use skidoos, motorcycles and 4X4's to reduce trespassing and damage to private property;
  - Reallocate 1 - 2% of funds from buildings and public works towards social development (e.g., education, literacy, job skills, life skills);
  - Put seed money into "development" positions hired specifically to recruit volunteers and activate community crime prevention programs;
  - Target more recreation programs to marginal residents (e.g., dropouts, poor);
  - Do more with youth at an early age (i.e., in school) to teach values;
  - Do more with Crime Stoppers, Citizens on Patrol.
- Other suggestions:
  - Establish mechanisms for greater community input into/control over the police;
  - Keep community initiatives (e.g., Crime Watch, Citizens on Patrol) at the grass roots level and autonomous from government.

Innovative Responses

The following initiatives have been taken by communities to assist in crime prevention or enforcement:

- Athabasca - The Rural Crime Watch purchased a computerized phoning system for the detachment. The system automatically dials Crime Watch members and leaves a pre-recorded message.
- Athabasca - Rural Crime Watch organizations are being used to deliver other programs (e.g., Operation Identification, Report A Poacher).
- Bonnyville - The Community Advisory Committee is not only used for input to the RCMP, but also to work out strategies to deal with policing problems in the community. In addition, volunteers with the Community Advisory Committee assist police in the following ways:
    - Returning stolen property;
    - Notifying next of kin (bereavement support);
    - Driving people to the crisis centre;
    - Taking evidence - collecting information from complainants after the constable has made contact.
- Fort McMurray - The city has recently started a Mayor's Task Force on Crime Prevention and Community Safety to deal with crime by mobilizing community ownership and action. Some Task Force efforts include:
    - Hot-line to report vandalism and suspicious activity;
    - Rewards for reporting crime;
    - TV information on preventing vandalism and break and enter;
    - Community seminar on crime.
- Grande Prairie - Grande Prairie has organized a Safer Cities Committee that looks at crime and its causes. The Committee has a problem-solving orientation with a strong focus on crime prevention (e.g., family violence). The Committee will attempt to mobilize residents against crime.
- Grande Prairie - The new Youth Drop-in Centre has been effective in reducing youth crime.
- Grande Prairie - The new AADAC Northern Addictions Centre provides a detox service which reduces the need for the RCMP to hold intoxicated people in their cells.

- Grande Prairie - Victims Assistance Program - The program is regional and has a full-time Coordinator position funded jointly by the city and neighboring municipalities on a per capita basis. The program is administered by a community board, not by the RCMP. They have about 100 volunteers, and almost everything Victims Assistance does using volunteers was once done by officers:
  - Notifying next of kin;
  - Providing bereavement support and referral;
  - Providing court orientation;
  - Disseminating break and enter prevention information.
- Grimshaw - Citizens on Patrol was started because RCMP couldn't keep on top of vandalism and reckless driving by youth in the residential areas. Residents observe traffic and will take licence numbers and lay charges, but do not patrol on foot or get out of the car. The Grimshaw program is totally independent from the RCMP, and they rarely need to call the RCMP for back up. It has been very effective in reducing problems. The program in Berwyn had 40 volunteers at one time and was recognized as a model program.
- Grimshaw - Breaking The Chain - High school students get exposure to courts as part of the school curriculum. This is a local pilot project started by an interagency group.
- High Level - The community uses volunteer "security" at special functions to act as informal early intervention, with RCMP back up.
- Slave Lake - The new contract with the RCMP has been negotiated to ensure that the town, through the Mayor, will have the authority to set annual goals for the RCMP.
- Whitecourt - Crime Prevention Committee - The group was started seven years ago with its main focus on family violence, but it has since been expanded to deal with other problems. The Committee takes a problem-solving approach. Members include agency representatives and the public. The Committee is independent of both the town and the RCMP and gives advice at whatever level is appropriate.
- Whitecourt - Operation Identification will involve schoolchildren in the distribution of information to homes as part of their civic awareness class.

It is clear from the above initiatives that communities have found new approaches as well as innovative extensions of "mainstream" programs which employ volunteers in productive ways to assist the RCMP in enforcement, investigation and crime prevention activities.

ROLE OF THE POLICE IN THE COMMUNITY

The majority of meeting and interview participants expressed general satisfaction with the RCMP, and a great deal of sympathy with the difficulties the RCMP face in doing their job. Community members recognize that officers have heavy workloads and volunteer a significant amount of unpaid overtime in order to keep up with their paperwork. Cutbacks in detachment staffing levels were felt to have reduced coverage and response times in many areas. Most provincial detachments cover a large geographic area, adding significant overhead in travel time for officers to enforce the extensive network of highways. Some detachments reported staff vacancies or insufficient clerical support, which further adds to officer workloads.

Despite these challenging circumstances, few community representatives favored increasing the number of officers, even in the face of rising crime rates. They implicitly recognized the need to contain costs by "doing things differently" rather than by "doing more of the same". Community representatives were, however, quite interested in discussing the "kind" of policing they receive for the money spent, recognizing that there may be alternatives to how police perform their role in the community.

Issues

There were a number of concerns expressed relating to the role played by the RCMP in the community, specifically:

- **Policing Priorities** - Residents expressed concerns about overall policing approach and priorities.
- **Policing Style** - Some concerns were expressed about the way in which individual officers carry out their professional duties.
- **Involvement of Police in the Community** - Residents were dissatisfied with the way in which officers participate in community affairs.

Policing Priorities

The primary concern voiced by participants in all communities was the *lack of crime prevention activity* by the police (e.g., talking to youth in the schools, working with businesses and community organizations such as Block Parents and Crime Watch). It was frequently stated that there is little time in most detachments for crime prevention. This is considered a discretionary activity performed when officers are not responding to emergencies, investigating, doing paperwork or appearing in court. Detachment workloads often prevent native constables from attending fully to crime prevention work in native communities.

A related complaint in several communities was the *lack of problem-solving* between the RCMP and the community. As noted earlier, formal meetings between the RCMP and community leaders often focus on presentation of crime statistics and RCMP activities. Problem-solving was noted mainly in communities with well-established committees (Community Advisory, Crime Prevention) where the RCMP and agency representatives meet regularly to address the causes of crime and specific ways in which such problems can be addressed.

Policing Style

A number of comments were made by participants relating to policing style. For example, the RCMP in some communities were perceived (negatively) by some as "enforcers", appearing only when they were coming to pick someone up or when they were watching for someone to break the law. This concern was reflected in other comments received:

- A few thought officers were too aggressive, particularly new recruits who feel they have to throw their weight around in order to get respect;
- Several suggested the RCMP can intimidate people by having their sidearms visible, even when they are attending community meetings;
- Many complained that they never saw officers on foot, but only in their cars (especially in rural areas where RCMP visibility was perceived as particularly low);
- A few suggested the RCMP harassed people who were not causing any trouble;
- Some said they feared the RCMP.

These comments were more typically heard from native participants, a few of whom also complained of discriminatory policing practices and cases of brutality. While an increase of native officers was believed to be one way to improve policing in native communities, native participants felt that officer attitude and approach were more important than race. They noted several examples of non-native officers who were very well respected and effective in native communities.

Other isolated problems noted by participants relating to RCMP approach and tactics include:

- no randomness in patrol activity (i.e., residents know when police are not around);
- poor communication and coordination with local community agencies;
- limited responsiveness to the media;
- lack of coordination between RCMP and other law enforcement agencies (e.g., municipal Bylaw Officers; Inspectors from Motor Transport Services Division, Alberta Transportation);
- inadequate training of officers in dealing with domestic violence and child abuse.

Involvement in the Community

Residents commonly mentioned that they do not know their officers as well as they would like. It was frequently mentioned that little is done by the community itself to reach out to new officers to help them become socially and culturally oriented. Residents in many communities felt that the RCMP often isolate themselves, tending to stay aloof from residents on a social level and recreate mainly with other officers. Heavy workloads and difficult shifts were noted as a factor preventing officers from becoming more actively involved in their communities. It was also suggested, however, that many officers come in with a negative preconception of the community. Particularly in short duration postings, officers appear reluctant to get involved, biding their time until they are transferred out. Interestingly, however, the extent to which residents reported officers being active and involved in community affairs seemed to reflect the orientation of the detachment commander as much as the nature of the posting itself.

The lack of face-to-face interaction between residents and RCMP officers was seen as a major factor contributing to the loss of respect, trust and support for the RCMP. Support for the RCMP used to exist in many communities, including native communities where the deterioration in relations was noted most strongly.

The above findings suggest that communities in northern Alberta would generally like to see more time available for preventive and problem-oriented policing, and a more personal and "human" relationship between the RCMP and residents. The RCMP in most cases appreciate these concerns, but feel limited in their ability to adapt because of time constraints and the difficulties of "having a community presence" in a territory so large and sparsely populated.

Solutions

Participants made a number of suggestions to deal with the issues noted above:

- Regarding policing priorities:
    - Allocate more officer time to crime prevention activities;
    - Add new officers and designate them specifically for prevention;
    - Do more work with youth (e.g., in schools, in sports) to develop a more positive relationship between youth and the police;
    - Do more beat work/foot patrol;
    - Do more problem-solving with community members;
    - Every community should have a permanent policing presence (i.e., if not an RCMP officer, an individual with some level of policing authority).
- Regarding policing style:
    - Police don't have to carry guns in native communities;
    - Keep sidearms out of sight when doing public relations or community work;
    - More "peace keeping" and talking, less "rule enforcing" and laying of charges;
    - Natives can police their home communities providing they don't "power trip";
    - Improve screening of officers for suitability to native communities;
    - Improve cross-cultural training for officers;
    - Native communities should provide cultural orientation to new officers;
    - Establish an independent mechanism to review complaints against the police.

- Regarding police involvement in the community:
  - Detachment commanders should encourage social interaction and involvement of officers in community organizations;
  - Institute longer postings;
  - Use more married officers (vs. single);
  - A new officer's first week on the job should be spent getting to know the area/community and meeting people;
  - Officers should live in the community;
  - Communities should welcome new officers and help them to adjust/integrate socially.

Innovative Responses

The following initiatives have been taken relating to the role and priorities of the RCMP:

- Athabasca - The RCMP is working with Alberta Pacific Forest Industries (ALPAC) to prevent problems from construction workers in town. ALPAC is providing an on site office for the RCMP.
- Athabasca - A satellite office is being planned for Calling Lake to improve response time and increase police presence in the community.
- Bonnyville (and other detachments) - RCMP investigation priority has been reduced for NSF cheques. Merchants are sharing the names of NSF passers, and some are publicizing the names in their stores.
- High Prairie - Provincial detachment officers have been assigned to internal zones to improve the familiarity and contact between officers and residents. The officer assigned to a zone does the follow-up investigation of crimes and complaints in that area, regardless of which officer may have served the shift.
- High Prairie - Decisions have been made not to respond immediately to minor problems more than one hour away.
- Grande Prairie - The detachment is involved in a pilot project intended to increase efficiency. The detachment will implement a flatter organization structure with greater delegation of authority to front line officers. The detachment will be autonomous from the Peace River subdivision, reporting directly to Edmonton to reduce internal paperwork. Other procedural efficiencies will be investigated (e.g., not issuing warrants to out-of-town offenders for minor offences, having residents come in to report minor traffic accidents). Resources freed up are intended to be applied to prevention (e.g., Victims Assistance, volunteer recruitment).
- High Level - Improvement District #23 is planning to supply space in La Crete for a satellite office that will be staffed out of the Fort Vermilion detachment. The community desires a greater police presence to deal with youth crime and to improve relations between the RCMP and the community. The I.D. had to double the contribution to policing from its industrial assessment to provide funds for the space.

- High Level (and other detachments) - RCMP save time and space by disposing of seized liquor rather than keeping it as evidence.
- Fort McMurray - The detachment recently established a canine section. The dog is seen as a very effective way of dealing with crowd problems and in tracking missing children and suspects. The dog is also well liked by children when the detachment visits local schools to increase public awareness.

IMPACTS OF THE JUSTICE SYSTEM ON POLICING

Although it was agreed that the justice system itself was not the primary focus of this review, it was recognized that the justice system has a direct impact on policing efforts and may therefore influence policing costs in northern communities.

Issues

Many strongly-stated concerns about the justice system were raised in the course of community visits. Three of the more frequently noted themes related to policing were:

- **Lack of Deterrence** - The justice system was seen to be ineffective in deterring crime, leading to a high incidence of repeat offenders taxing police resources.
- **Lack of Restitution** - Offenders were not felt to be making restitution to their victims, leading to the loss of an important community sanction against offenders.
- **Court Use of Police Time** - The court process itself was seen to be consuming an excessive amount of police time, restricting time available for enforcement and prevention activities.

Each of these issues is discussed separately below:

Lack of Deterrence

A variety of reasons were given for the poor performance of the justice system in deterring crime and dealing with repeat offenders:

- A low conviction rate due to factors such as:
    - insufficient time for RCMP to investigate properly;
    - insufficient time for Crown prosecutors to interview victims and prepare cases;
    - Crown prosecutors not using available technologies (e.g., visual barriers) to help children testify in court (abuse cases);
    - judges dismissing cases on technicalities;
    - many people (especially native) reluctant to appear as witnesses after pressing charges.
- Plea bargaining, allowing offenders to "get away with" serious crimes.

- Soft sentences handed down when offenders are convicted:
  - judges not being sensitive to local values and expectations when determining sentences;
  - victims being isolated and not being asked or allowed to provide impact statements prior to sentencing;
  - offenders not serving a full sentence and being released without considering community concerns.

The Young Offenders Act was mentioned in virtually every community as the most glaring example in which the justice system was failing to deal effectively with repeat offenders. While it was recognized that many young offenders do not re-offend, the Young Offenders Act was felt to be far too soft in dealing with that smaller core of offenders who were seen to get off without adequate punishment, frequently re-offending and clogging up the system. In a few communities, it was noted that the general frustration with the justice system could soon manifest itself in vigilantism, where residents or merchants might "take the law into their own hands" if they caught a youth vandalizing, shoplifting or breaking and entering.

Concern was also voiced in relation to enforcement of municipal bylaws. Judges and Crown prosecutors were seen as being disinterested in prosecuting bylaw offenders, encouraging some residents to openly defy bylaws, without fear of reprisal.

In general, many felt that the justice system currently protected the rights of offenders more strongly than the rights of victims, leading to higher rates of crime and higher police workloads in enforcement, investigation and court-related activity.

Lack of Restitution

It was frequently noted that too much sentencing emphasis is being placed on incarceration of offenders. This was not perceived as effective in the deterrence or rehabilitation of many offenders. Restitution was seen by many as an important component of sentencing that was lacking in the justice system, resulting in the less effective deterrence of offenders and inadequate compensation of victims. Several problems in the area of restitution were noted:

- Judges do not recommend restitution or community service;
- Probations officers do not have sufficient time to enforce restitution and community service;
- Probations officers do not have the time or do not make the effort to locate community service work that is meaningful to the offender;
- Offenders doing community service work often perform poorly or cause trouble, making it prohibitively expensive for the community to supervise them.

There was relatively strong desire expressed for the community to take back its role in dealing with minor offenders, a role that was felt to have been "professionalized" by the justice system and taken out of the hands of the community. In this regard, several interviewees lamented the loss in prominence of local justices of the peace (and elders in native communities) who used to have a much greater role in settling disputes within the community.

Court Use of Police Time

One of the most frequently mentioned concerns relating to police time was the burden of paperwork that has evolved in preparing cases to go to court. The justice system was seen to be much more complex than it used to be, mainly due to the Stinchcombe precedent[16] and implementation of the Charter of Rights and Freedoms. In order to get a conviction, the RCMP are required to provide additional paper work. Much of this time spent on paperwork was seen to be wasted when the Crown failed to get a conviction because of some of the reasons described earlier.

Lawyers for the defence were also seen to be frustrating the court process, deliberately dragging cases out by encouraging not guilty pleas or requesting adjournments, in the hope that witnesses for the prosecution would fail to appear or would forget details so that charges could be stayed. This practice was widely considered to be encouraged by the Legal Aid system where lawyers are paid for each court appearance rather than for each case they defend.

Many detachments have a high workload associated with alcohol-related offences. These offences consume significant officer time for what many feel are "social problems" rather than crimes against the community.

Poor scheduling of court cases was also frequently mentioned as responsible for significant use of police time. Officers are often called to testify when they are off duty, resulting in overtime charges (time-and-one-half before or after shift, or double-time on days off) to the contract holder (province or municipality). Court coordinators are unable to get the defence to agree to court dates that fit with RCMP duty schedules. Officers required to testify are normally requested to show up at the opening of the court session (8:30 am or 1:00 pm) and may sit through to the end of the session before being called. If the trial is adjourned, they are required to come back, perhaps several more times, before being called to testify. If the defendant ultimately pleads guilty to the charge, they may not even be called to testify. In some cases, officers show up unnecessarily because they are not advised when a trial is postponed or stayed. Practices such as these were seen to lead to significant and unnecessary loss of RCMP officer time, as well as that of witnesses and others involved in court proceedings.

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[16] The case supported the requirement for "full disclosure" of evidence to the defence, in which copies of all information gathered by the RCMP and supplied to the Crown must also be supplied to the defence. This information is required regardless of whether or not the offender will plead guilty, causing many to call into question the necessity of the procedure in all cases.

Several interviewees felt strongly that judges and lawyers are not held accountable for the resources they tie up. In particular, judges were not seen as able or willing to control perceived abuses by defence counsel, or to consider RCMP work schedules when setting trial dates.

In addition to the workload associated with investigating crimes and testifying in court, most detachments are also responsible for supplying officers to serve summonses and subpoenas, for escorting prisoners to and from remand/detention centers, and for providing courtroom security (formal Red Serge uniform required for Queen's Bench). In some detachments, these requirements were noted as significant, particularly in more remote areas where provincial CAPS personnel (Court and Prisoner Security - Alberta Solicitor General) are not available.

Solutions

The following suggestions were made to respond to the problems and issues discussed above:

- To increase conviction rates:
    - Crown prosecutors should use screens or two-way mirrors to aid children in providing their testimony in court;
    - Allow the use of videotaped testimony for children;
    - Allow the use of unmanned cameras to monitor speeders so that officers aren't tied up patrolling the highways;
    - Hire more Crown prosecutors so that cases may be better prepared and prosecuted.
- To achieve more appropriate and effective sentencing:
    - Expand the role of justices of the peace;
    - Use more local magistrates and prosecutors;
    - Hold court in native communities;
    - Make judges more directly accountable to communities;
    - Allow greater native control of the justice system in their communities;
    - Allow more victim impact statements in court;
    - Solicit more community input into sentencing;
    - Establish a custody facility or group home in native communities so offenders don't have to be sent away from their support network.
- To increase deterrence:
    - Institute tougher penalties;
    - Publicize the names of young offenders and their parents.
- To improve restitution:
    - Use more restitution and victim reconciliation rather than punishment and incarceration;
    - Provide better supervision and enforcement of restitution and community service orders;

  - Institute offender work camps with strict supervision and discipline, and teach the offender a trade as part of the program[17];
  - Implement community service based on defined tasks rather than hours (i.e., offender's obligation not fulfilled until the job is done);
  - Put more thought into finding meaningful jobs for community service work (e.g., regional public works projects);
  - "Bank" community service time until a meaningful job is found.

- To improve rehabilitation:
  - Require offenders to enter treatment programs;
  - Institute more comprehensive rehabilitation programs for repeat young offenders.

Participants felt that implementation of the above measures would enhance the ability of the justice system to deal with offenders and reduce the number of repeat offenders, thereby decreasing the rate of crime and the workload of police.

A number of other suggestions were made specifically to reduce the amount of time spent by officers in court-related activity:

- Schedule trials as much as possible around the duty schedules of officers so that they are not called in on their days off;
- Judges should reduce the number of adjournments granted to the defence;
- Decide in advance who needs to appear in court so that officers and witnesses only appear if they will be called to testify;
- Set a deadline for the Crown and defence counsel to agree on the charge and the plea (i.e., no changing to guilty plea in court) so that officers and witnesses only appear if the trial will proceed;
- Change the Legal Aid system (e.g., go to a salaried "Public Defender", pay the defence lawyer the same whether a client pleads guilty or not) so that fewer not guilty pleas are entered and fewer officers appear in court unnecessarily;
- Make judges more accountable for resources tied up in court (e.g., charge unproductive officer time back to the attorney general, or keep statistics on unproductive court time[18]) so that more care is taken in trial scheduling and decisions regarding adjournments;
- Implement a two-tiered fine system (i.e., lower if defendant pleads guilty, higher if defendant pleads innocent and is found guilty) so that fewer not guilty pleas are entered and fewer officers appear in court unnecessarily);
- Decriminalize minor liquor offences to reduce officer workload associated with court preparation and testimony for largely "social problems";

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[17] Such camps, run by Alberta Solicitor General, already operate in northern Alberta, although residents appeared generally unaware of their existence.

[18] At the time of writing, K Division (Edmonton) is undertaking an analysis of member time in court to identify the proportion of time in which members appear but are not required to testify.

- Hire trained civilians to do follow-up investigation work to save officers time on routine investigations;
- Hire security guards to provide court security.

The majority of these suggestions are aimed at reducing perceived court abuses and expediting trials so that officers are called in (preferably on their regular shifts) to testify only when they are truly needed, and are not required to wait unnecessarily or come back because of avoidable trial delays.

Innovative Responses

One of the more significant initiatives some communities have taken or are contemplating to improve the effectiveness of the justice system is the establishment of Youth Justice Advisory Committees (YJAC's). At present, YJAC's are only functioning in three northern native communities (Fort Chipewyan, Wabasca and Anzac), although the concept has generated a great deal of interest in all of the communities visited.

In principle, YJAC's are a group of respected community residents (elders and community leaders) selected to advise the judge on the most appropriate sentences for convicted young offenders[19]. The effectiveness of YJAC's is largely due to the fact that committee members know the offender and their family. The committee is in a position to bring pressure not only on the youth, but also on the youth's parents or relatives, the school system or others who have responsibility for helping the youth.

There was general agreement that the concept of YJAC's could be expanded to include adult offenders and could be implemented in non-native communities; however, a number of practical concerns were raised:

- Membership in a YJAC may be time consuming, and it may be difficult to recruit volunteers to work on the committee;
- Judges may feel threatened and may not be supportive of community input into sentencing;
- Many larger communities have a high transient population and a "cultural mosaic", making it difficult to identify or impose a coherent set of community values;
- Residents fear retribution or retaliation from offenders and are generally reluctant to get intimately involved in the affairs of their neighbors;
- White communities have no equivalent to native elders whom young people would respect;
- Committees may attract unsuitable candidates who have [illegible]sonal rather than community interests in mind.

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[19] YJAC's are formally enabled under provincial legislation and may be so established, but may also be set up informally with the cooperation of the local magistrate.

There is no doubt that the concept of YJAC's is more compatible with traditional native ways of dealing with community problems. Indeed, it was mentioned that YJAC's in native communities could ultimately be expanded to become "lay courts" presided over by community elders, although this was seen as a possible longer-term development.

The YJAC in Fort Chipewyan was looked at it some detail (see Appendix A). It was interesting to learn that the committee has begun to deal not only with convicted offenders, but also other "problem youth" referred by the RCMP and parents who fear their children are at risk of getting in trouble with the law. In some cases, offending youth are not charged by the RCMP, but are diverted to the committee to seek an alternative solution.

A number of factors were felt to have led to the success of the YJAC in Fort Chipewyan:

- The community is isolated and it is not easy for families involved with the committee to move or otherwise avoid taking responsibility for their children;
- Committee members do not dictate a solution; rather, a consensus is reached with the family regarding actions to be taken;
- Committee members advocate that provincial and community services take offenders' family members into their caseloads, facilitating access to the supports the family requires to deal with its problems;
- Committee members have flexible schedules to deal with committee duties as they arise;
- Committee members accept personal responsibility and stay strongly committed, despite the friction they sometimes encounter with family members. Things improve once word gets around that the committee is there to help the youth and the family.

It was considered essential that the YJAC remain grassroots and not be turned into an "agency". This would result in it becoming "someone else's job", defeating the purpose and benefits of community ownership.

Some of the other initiatives taken by communities to improve the effectiveness of the justice system include:

- Bonnyville - The Community Advisory Committee has been merged with Victims Services and will deliver victim impact statements.
- Bonnyville - Teamwork has been established between the RCMP and Alberta Family & Social Services (Child Welfare) involving a joint strategy in both intervention and investigation in child abuse cases. There are no problems being experienced with violence or abuse cases being stayed in court.
- Fort McMurray - Partners Program - The school boards met with the RCMP and the Crown prosecutor to develop strategies around problem youth, resulting in better enforcement of programming ordered by the judge (i.e., youth are required to participate in and finish programs, not just enroll in them).

- Fort McMurray - Court Detail - A civilian is seconded to the RCMP detachment to help schedule trials around officers' regular shifts in order to reduce overtime. This person also comes to court and assists with trial dates. (Other detachments have people assigned to perform a similar function, although they may not be fully dedicated to the task except in larger detachments).
- Fort Chipewyan - In complying with the requirements for full disclosure, the RCMP no longer photocopy materials, but rather send the information over to the Crown prosecutor who furnishes defence counsel with a copy.
- High Level - RCMP use discretion in charging repeat offenders with being intoxicated in public. Charging is not seen as an effective solution by the RCMP or the community, and RCMP paperwork and court time is reduced by reducing the frequency of charges for chronic repeat offenders in such cases.
- High Level - The solicitor general has a "bush camp" housed in a trailer camp where offenders do major public works (e.g., building/maintaining camp sites). Offenders have a sense of pride in the projects they complete. The same approach was suggested for young offenders instead of closed custody.
- Whitecourt - On request, an RCMP officer visits the Women's Shelter to discuss with victims the procedures and implications of pressing charges. They don't encounter situations where victims decide to drop charges or refuse to testify in court.

FINANCING OF POLICING SERVICES

Earlier sections of this report identified a number of ways in which police workloads might be reduced by changes to the justice system and by greater involvement of the community in assisting with crime prevention and law enforcement. These are considered longer-term solutions or strategies to reduce crime and contain the costs of policing, but do not address the more immediate crisis facing municipalities and the province who are responsible for underwriting the costs of policing. Indeed, it was largely due to the funding concerns of municipalities that the study was commissioned.

Issues

Two major issues relating to the financing of policing services were encountered in the community visits:

- **Use of Alternative Law Enforcement Personnel** - Residents expressed mixed views regarding the use of alternative law enforcement personnel to supplement or replace RCMP officers.
- **Appropriateness of the Current Funding Structure** - Municipal representatives expressed concerns regarding how the policing cost burden is being shared among users of policing services.

Alternative Policing Personnel

Several communities have already begun to put in place their own law enforcement personnel, typically in the form of Bylaw Enforcement Officers, Special Constables or Band Constables. There was little interest expressed in replacing the RCMP with independent municipal police services or a provincial police force, although there remains significant interest among native communities in establishing Tribal Police Forces (band or regional).

Many communities in northern Alberta have been considering the possibility of adding alternative law enforcement personnel to supplement the coverage provided by the RCMP, although a range of concerns or possible drawbacks were noted:

- Special Constables may be no cheaper than the RCMP when training, equipment and space requirements are considered. Also, the municipality would have to pay 100% of the cost (rather than the current 70% or 90% share);
- Municipal unions may demand pay equity with RCMP or may demand two officers per car, driving up costs;
- The public may become concerned about perceived "dilution" in the quality of policing;
- The policing service may become "politicized" and lose its independence;
- Municipalities may redirect priorities towards revenue generation (i.e., ticketing) at the expense of other policing functions;
- The RCMP may feel threatened by the encroachment of other law enforcement personnel and may not work with them as a team;
- Tribal police may result in the closure or consolidation of provincial detachments, further diminishing coverage of rural areas and hurting municipalities currently enjoying the benefits of post detachments[20];
- Band Constables do not have enough authority to police their own communities (e.g., can't enforce speeding or other highway infractions on the roads running through their communities).

These concerns appear to be preventing wider-scale implementation of alternative law enforcement personnel, suggesting that efforts towards containing costs through the addition of alternative law enforcement personnel will require care to minimize some of the possible risks and disadvantages.

Funding Structure

Communities with RCMP contracts expressed strong concerns about the rapid escalation of policing costs and their inability to influence or control these costs. In a few cases, policing costs were noted as one of the largest and fastest growing budgetary items, and some municipalities are being faced with tax increases or cuts in other services in order to meet the growing demand for policing services. Interestingly, while policing costs were uppermost in the minds of elected officials and municipal managers, residents were felt to be largely unaware of the costs of policing and the urgency of the fiscal situation.

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[20] Post detachments do not segregate the members assigned to municipal and provincial jurisdictions, allowing greater flexibility in manpower deployment to meet peak municipal requirements (e.g., weekend evenings).

The focus of concern was on the perceived inequity in the current funding structure. The most frequent complaint was that rural residents don't pay for policing services (at least not directly in the form of property taxes), despite the belief that many rural municipalities are quite wealthy, particularly those with acreage development, beach property or industrial facilities. In fairness, some Improvement Districts are supplementing current RCMP coverage with law enforcement personnel (typically Bylaw Officers) funded from their industrial assessment base.

The Municipal Police Assistance Grant from the province was not felt to adequately reflect the circumstances in each community, resulting in large differences in the police mill rate carried by each municipality. Some of the factors cited that lead to inequitable tax burden include:

- Municipalities required to supply the detachment facility have higher costs than those who pay rent on facilities provided by the federal government;
- Municipalities with significant levels of non-resident crime pay more than those who police mainly their own residents;
- Municipalities face a large jump in costs when their population reaches the preset limits (i.e., 2,500 and 15,000).

Other concerns expressed about the funding structure include:

- Some fine revenues do not come back to the community paying for the policing;
- The federal government was felt to be backing away from its commitment to supply facilities for detachments where the provincial strength is greater than the municipal strength;
- Federal specifications for RCMP buildings are much higher than accepted commercial standards, resulting in very high construction costs per square foot. Municipalities cannot always recover actual square footage costs in the standard rents charged for the provincial detachment officers.

Finally, there were concerns expressed regarding the standard cost per RCMP officer charged to municipalities. Some suggested that the RCMP have no incentive to use lower cost personnel in place of regular officers. A few also suggested that municipalities with a high proportion of new officers in the detachment may not be getting full value for their money. In general, municipal representatives felt they have little power to control the costs they are charged.

Solutions

A number of suggestions were made to deal with the issues noted above:

- Regarding the use of alternative law enforcement personnel:
  - Employ more Bylaw Officers and Special Constables. Reallocate the total law enforcement workload to the most appropriate level;
  - Special Constables paid by the municipality should work out of the RCMP detachment to maintain their independence from political influences;
  - Share the cost of Bylaw Officers and Special Constables between communities that cannot afford the full cost of their own positions;
  - Native communities can police themselves. Increase the authority of Band Constables (especially regarding Highway Act);
  - Establish a regional native police force supported by the RCMP;
  - Establish a separate provincial highway patrol paid for by the province;
  - Amalgamate protective services in smaller communities into a single unit (i.e., police, fire and ambulance services provided by a single organization with no segregation of functions).
- Regarding the funding and financing of policing services:
  - Establish an equity grant that compensates communities for special northern circumstances (i.e., attempt to equalize police mill rates across municipalities);
  - Rural residents should pay for policing services through property taxes. Funds generated should go to the province to provide equity grants back to paying municipalities;
  - Fine revenues should be put in a fund and distributed back to paying municipalities;
  - Increase property taxes and use the new revenue to fund prevention activity;
  - Implement a sliding scale formula for the share of officer costs paid by municipalities of different sizes (i.e., more levels in the cost-sharing structure);
  - The federal government should compensate municipalities for policing native non-resident crime;
  - Review the appropriateness of federal specifications for RCMP detachment facilities;
  - Increase fines to help fund the cost of policing;
  - Redirect fee revenues for permits (e.g., liquor, hand guns) to help fund the cost of policing;
  - Users (e.g., businesses and institutions) should supplement RCMP resources by supplying or contributing to the cost of security services for their premises;
  - The province should pay for prisoner escort and court security services.

Innovative Responses

The following initiatives have been taken by communities to address the rising costs of policing:

- Bonnyville - The RCMP have lowered their priority on speeding and parking enforcement. The town is using Bylaw Officers more for these duties now.
- Fort McMurray - the Keyano College chief of security often does preliminary investigation and hands material over to RCMP. This saves RCMP time and the court doesn't appear to be concerned who did the investigation.
- Fort McMurray - The city is looking into the costs/benefits of its own police service. The city feels it may be one way to bring in lower cost personnel to perform lower level functions not requiring the training of a regular RCMP officer.
- Grimshaw - Berwyn (provincial detachment) is not getting the coverage they desire and are planning to supplement police services from their own funds.
- High Prairie - Whitefish Lake/Gift Lake Band Constables - A "first response" policing service has been established in the community consisting of three Band Constables with differing levels of authority. The Band Constables have formalized a working protocol with the RCMP delineating their respective responsibilities. An RCMP officer will be transferred from the High Prairie detachment to live and work in the community. The service is set up as an agency funded out of monies raised by the two communities. The service is governed by a joint Police Committee of the two communities in order to recognize the different priorities and bylaws in each community. Having a permanent policing presence has turned things around. The community is more peaceful because the Band Constables can intervene earlier and keep the peace. The eventual goal is a completely independent police force.
- Peace River - The Bylaw Enforcement Officer prosecutes bylaws so the town doesn't have to hire a lawyer for this purpose. The Solicitor General Staff College provides training in this area for Bylaw Officers and Special Constables. Training is also available through the Bylaw Officers Association and Special Constables Association.
- Slave Lake - The town is considering reducing policing costs by using more Special Constables in place of regular RCMP officers. The duties of Special Constables will include delivering subpoenas and enforcing seat belt violations.

These initiatives indicate that both rural communities and municipalities are beginning to use alternative law enforcement personnel to supplement RCMP services.

SURVEY OF POLICING ISSUES IN NORTHERN ALBERTA

SURVEY OF POLICING ISSUES IN NORTHERN ALBERTA

INTRODUCTION

Purpose

A survey of northern Alberta communities was conducted to explore perceptions and opinions about policing issues in the north, including crime and public disorder problems, cost containment measures, and styles of policing. An important objective of the survey was to identify similarities and differences among various types of communities (cities, towns, hamlets, villages, rural areas, and native communities) and representatives of those communities (local government and agency employees, elected officials, residents, and the RCMP).

Method

Based on input from Steering Committee members and a review of submissions to NADC by communities concerned with policing issues and escalating costs, a *Survey of Policing Issues In Northern Alberta* (see Appendix B) was developed and distributed to community representatives throughout northern Alberta[21]. In total, 560 surveys were distributed: 126 to local government and community agency employees; 146 to elected officials; 207 to residents knowledgeable of policing issues in their communities (e.g., residents involved in Crime Watch, the Chamber of Commerce and other voluntary community organizations); and 81 to peace officers in the 30 RCMP detachments in the NADC area.

Two hundred and forty-two completed surveys were returned from respondents residing in or near the 78 northern communities listed in Table 6. This represents a 44% return rate (excluding eight surveys that were returned as "undeliverable").

Respondents were asked to identify the type of community in which they lived (or in the case of RCMP officers, one of the communities they served) and to base their answers to survey questions in relation to that community. Table 7 shows the number and type of respondents who reported on communities identified as Cities, Towns, Hamlet/Villages, Rural Areas, and Native Communities[22].

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[21] The mailing list for the survey was based primarily on communication lists furnished by NADC. Survey recipients were invited, in an accompanying cover letter from NADC Chairman Mr. Bob Elliot, to express their views about policing issues in their communities.

[22] Native communities for purposes of this analysis include Indian Reserves, Metis Settlements and mixed communities with predominantly native populations (see Table 6).

TABLE 6
COMMUNITIES REPRESENTED IN THE SURVEY

COMMUNITY

Cities

1. Fort McMurray
2. Grande Prairie

Towns

1. Athabasca
2. Beaverlodge
3. Bonnyville
4. Cold Lake
5. Elk Point
6. Fairview
7. Falher
8. Fox Creek
9. Grand Centre
10. Grande Cache
11. Grimshaw
12. High Level
13. High Prairie
14. Lac La Biche
15. Manning
16. McLennen
17. Peace River
18. Rainbow Lake
19. Sexsmith
20. Slave Lake
21. Spirit River
22. St. Paul
23. Swan Hills
24. Valleyview
25. Whitecourt

Hamlets & Villages

1. Ardmore
2. Ashmont
3. Atmore
4. Beaver Dam
5. Berwyn
6. Bezanson
7. Boyle
8. Crooked Creek
9. Deadwood
10. Eaglesham
11. Enilda
12. Eureka River
13. Faust
14. Fort Assiniboine
15. Girouxville
16. Gordondale
17. Grovedale
18. Hines Creek
19. Hythe
20. Kinuso
21. La Crete
22. La Fond
23. Landry Heights
24. Little Divide
25. Little Smoky
26. Plamondon
27. Red Earth Creek
28. Rochester
29. Rycroft
30. Smith
31. Wanham
32. Worsley

Native/Mixed Communities (footnote 22)

1. Anzac
2. Assumption
3. Cadotte Lake
4. Calling Lake
5. Caslan
6. Conklin
7. Desmarais
8. Fishing Lake Metis Settlement
9. Fort Chipewyan
10. Fort MacKay
11. Fort Vermilion
12. Heart Lake First Nation
13. Keg River
14. Little Buffalo
15. Long Cree Nation
16. Paddle Prairie
17. Saddle Lake Reserve
18. Sawridge Indian Reserve
19. Victor Lake Reserve

TABLE 7
NUMBER AND TYPE OF RESPONDENTS

COMMUNITY	RESPONDENT				TOTAL	
	Community Employee	Elected Official	Resident	RCMP	n	%
Cities	9	2	2	5	18	8%
Towns	47	14	10	40	111	46%
Hamlets & Villages	7	11	13	6	37	15%
Rural	11	17	16	5	49	20%
Native Communities	5	12	2	8	27	11%
TOTAL						
- n	79	56	43	64	242	100%
- Percent of Sample	33%	23%	18%	26%	100%	

Because survey findings for respondents reporting on Hamlets/Villages and Rural Areas were very similar, these have been combined in the figures and tables presented throughout the remainder of this report.

CRIME AND PUBLIC DISORDER PROBLEMS

Figure 2 shows the perceived seriousness of a variety of crime and public disorder problems in northern communities (see bars in Figure 2; the greater the mean score the more serious the problem was thought to be). Topping the list were:

- *drinking and driving;*
- *vandalism;*
- *break and enter and theft;*
- *youth crimes;*
- *family violence; and*
- *drug dealing.*

Problems considered to be less serious were:

- *public disturbances;*
- *robbery;*
- *bootlegging;*
- *bylaw infractions; and*
- *illegal dumping.*

Also shown in Figure 2 is the amount of police attention each problem was considered to receive (see circles joined by lines in Figure 2). Most of the crime and public disorder problems listed were seen to receive about the right amount of attention by the police (a mean score of 3 indicates neither "too much" nor "too little" attention). No problems were considered to be receiving inappropriately large amounts of police attention (i.e., none received a mean score substantially greater than 3). In contrast, *drug dealing* and, to a lesser extent, *speeding/reckless driving* (each considered to be moderately serious problems) were thought to be receiving somewhat less attention than they should.

The three problems considered to be receiving the least amount of police attention were also perceived to be the least serious:

- *bootlegging;*
- *bylaw infractions; and*
- *illegal dumping.*

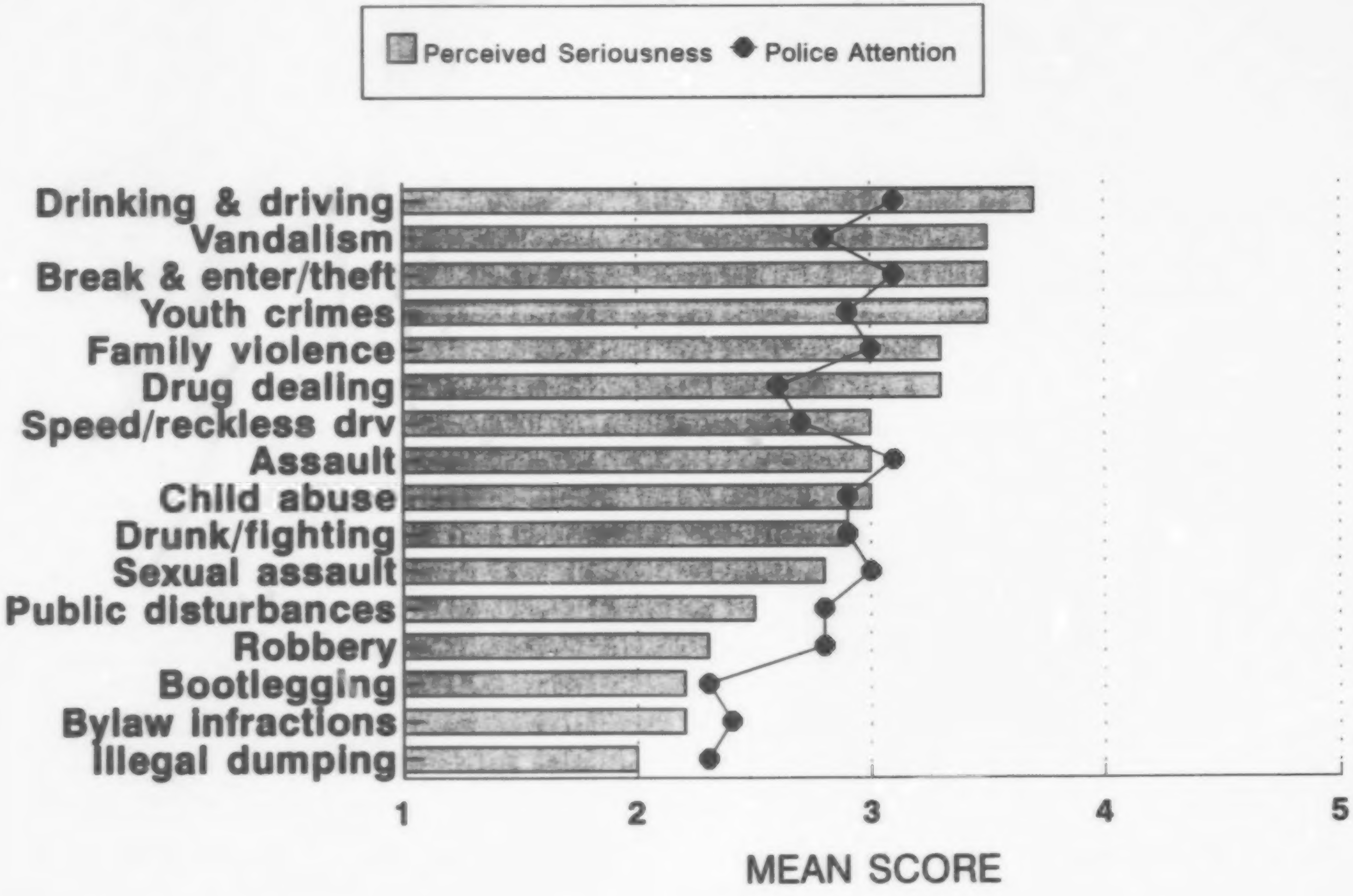
Figures 3A to 3D show the perceived seriousness of crime and public disorder problems experienced by different types of northern communities: Cities, Towns, Hamlets/Villages/Rural Areas, and Native Communities, respectively. Although the perceived seriousness of problems experienced by the different communities are roughly similar, interesting differences exist. For example, though *family violence* and *assault* were considered to be relatively serious problems in Cities, Towns, and Native Communities, these problems were seen as less serious in Hamlets/Villages/Rural Areas. In fact, most crime and public disorder problems were perceived to be less serious in Hamlets/Villages/Rural Areas than in the other types of northern communities. Relative to the other types of northern communities, *sexual assault* and *child abuse* were considered to be more serious problems in Cities, and *bootlegging* was considered to be a more serious problem in Native Communities.

Although the amount of police attention that crime and public disorder problems were considered to receive in each type of community was generally similar to the pattern shown in Figure 2, problems involving *drug dealing* and *speeding/reckless driving* were considered to receive less police attention than they should in Native Communities and in Hamlets/Villages/Rural Areas than in other types of communities.

Figures 4A to 4D show the extent to which different types of respondents' (Community Employees, Elected Officials, Residents, and the RCMP) perceived the seriousness of crime and public disorder problems to be in their communities. In general, RCMP officers considered many of the problems to be more serious than did Residents and Elected Officials, with Community Employees (including local government and community agency employees) being midway in between. *Assault* and *public drunkenness/fighting*, in particular, were seen to be fairly serious problems by RCMP officers, compared to other respondents. These patterns were similar regardless of the type of community the respondents were reporting about.

FIGURE 2

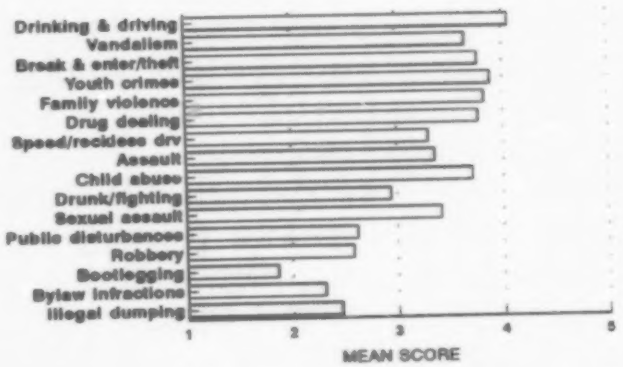
CRIME AND PUBLIC DISORDER PROBLEMS
(ALL COMMUNITIES)



SERIOUSNESS SCALE: 1=Not Serious; 5=Very Serious
ATTENTION SCALE: 1=Too Little; 5=Too Much

FIGURE 3A

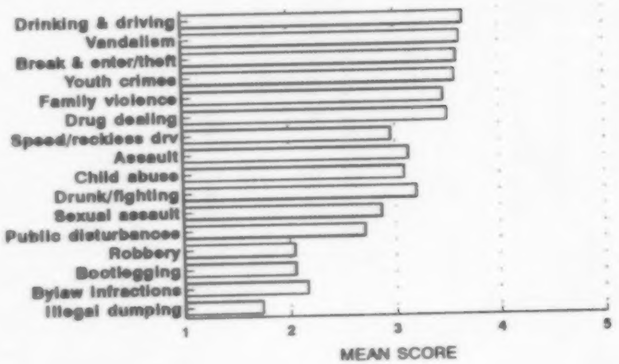
CRIME AND PUBLIC DISORDER PROBLEMS
(CITIES)



Scale: 1=Not Serious; 5=Very Serious

FIGURE 3B

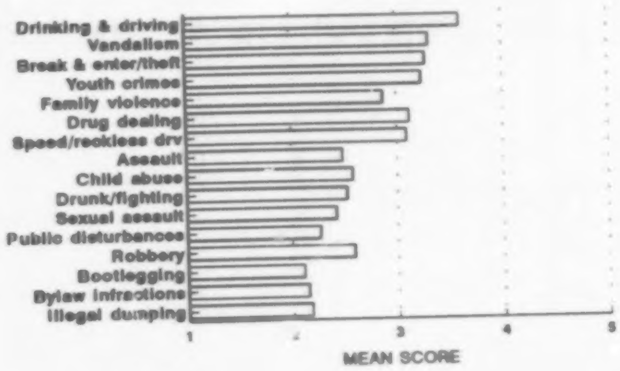
CRIME AND PUBLIC DISORDER PROBLEMS
(TOWNS)



Scale: 1=Not Serious; 2=Very Serious

FIGURE 3C

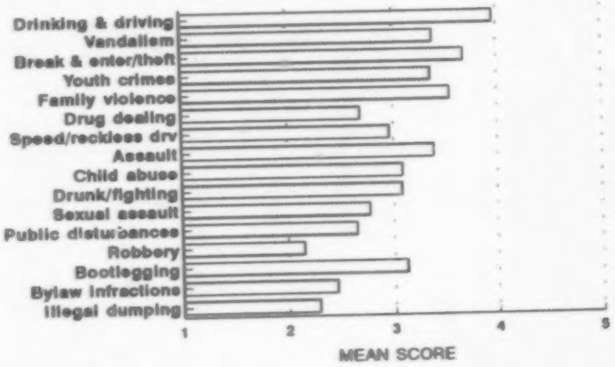
CRIME AND PUBLIC DISORDER PROBLEMS
(HAMLETS, VILLAGES AND RURAL AREAS)



Scale: 1=Not Serious; 5=Very Serious

FIGURE 3D

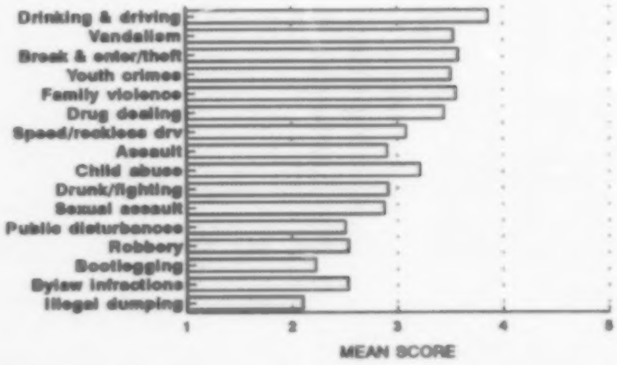
CRIME AND PUBLIC DISORDER PROBLEMS
(NATIVE COMMUNITIES)



SCALE: 1=Not Serious; 5=Very Serious

FIGURE 4A

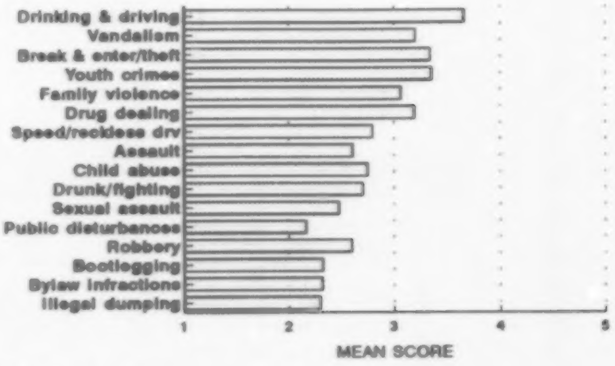
CRIME AND PUBLIC DISORDER PROBLEMS
(COMMUNITY EMPLOYEES)



SCALE: 1=Not Serious; 5=Very Serious

FIGURE 4B

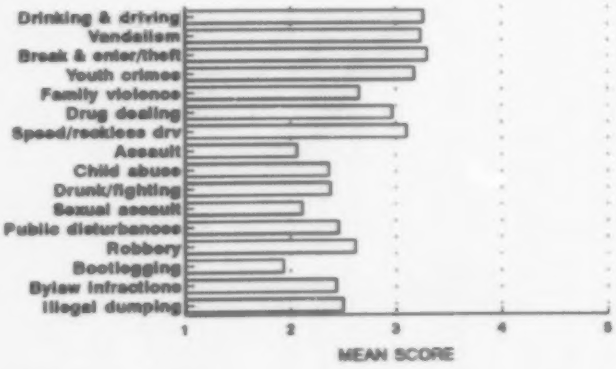
CRIME AND PUBLIC DISORDER PROBLEMS
(ELECTED OFFICIALS)



SCALE: 1=Not Serious; 5=Very Serious

FIGURE 4C

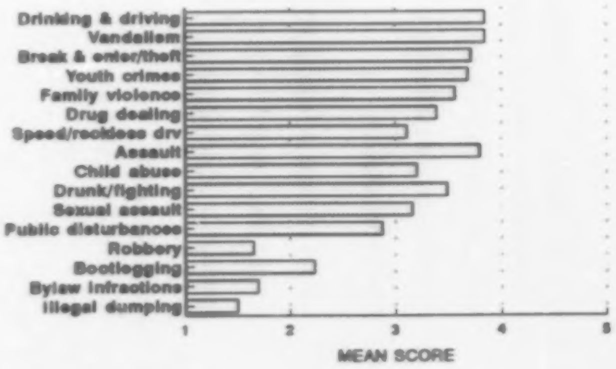
CRIME AND PUBLIC DISORDER PROBLEMS
(RESIDENTS)



SCALE: 1=Not Serious; 5=Very Serious

FIGURE 4D

CRIME AND PUBLIC DISORDER PROBLEMS
(RCMP)



SCALE: 1=Not Serious; 5=Very Serious

FACTORS CONTRIBUTING TO CRIME AND PUBLIC DISORDER PROBLEMS

As shown in Figure 5, the three most important contributing factors to crime and public disorder problems in northern communities were:

- *drug and alcohol abuse;*
- *breakdown of traditional values and ways of living; and*
- *family breakdown.*

The two least important factors were:

- *people from nearby areas causing problems in the community;* and
- *transients passing through the community.*

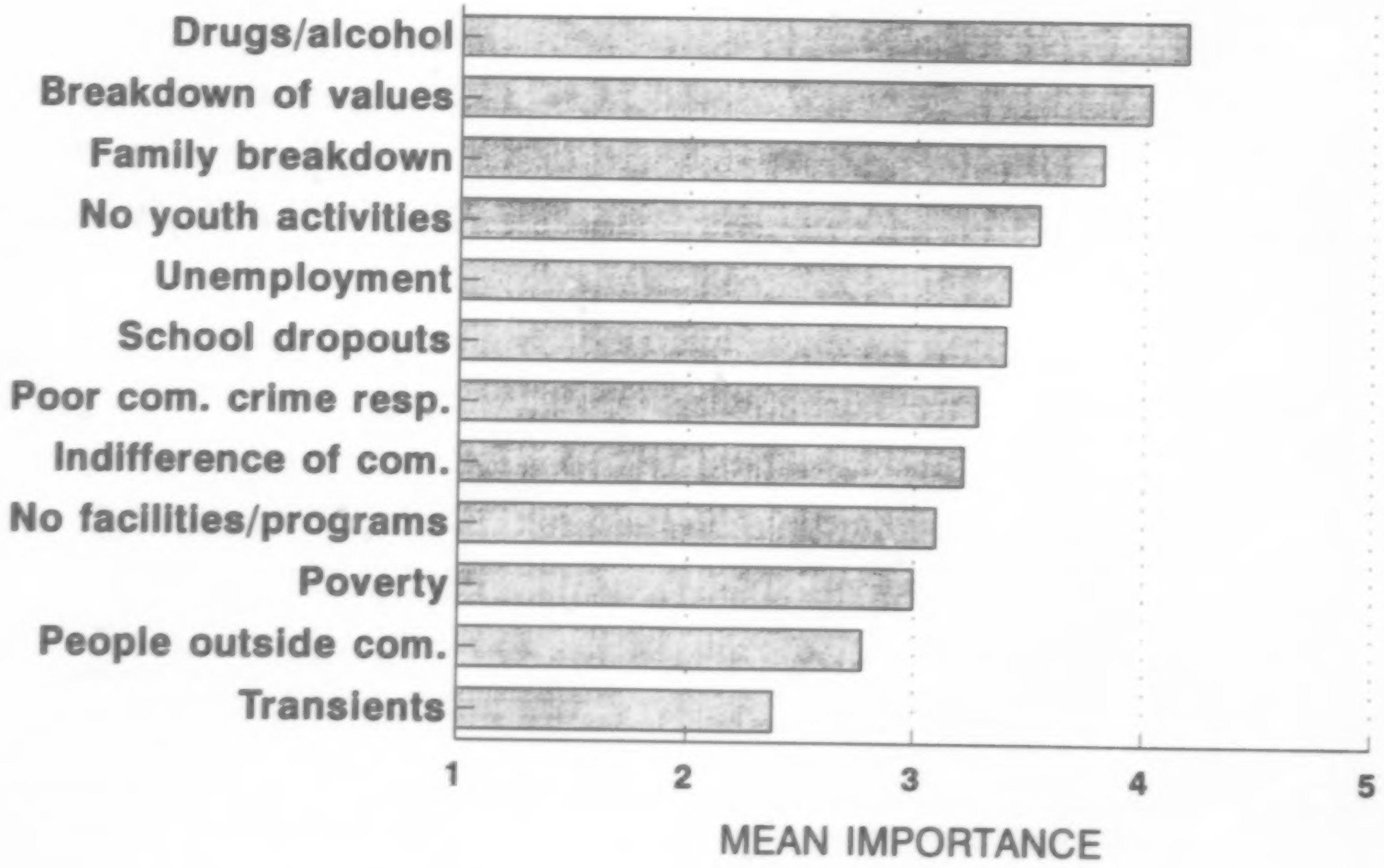
It is particularly noteworthy that the two community mobilization factors listed, *indifference of the community to crime-related issues* and *lack of an organized community response to crime (shown as Poor comm crime resp in Figure 5)*, were also seen to be important contributing factors.

Figures 6A to 6D show the importance of contributing factors in the different types of northern communities: Cities, Towns, Hamlets/Villages/Rural Areas, and Native Communities, respectively. The top three contributing factors (*drug and alcohol abuse, breakdown of traditional values and way of living,* and *family breakdown*) were important in each type of community. In contrast, *Unemployment; lack of youth activities;* and *lack of recreational, social, cultural facilities and programs* were considered to be more important factors contributing to crime and public disorder problems in Native Communities than in other communities.

Different types of community respondents (Community Employees, Elected Officials, Residents, and RCMP) were generally in agreement in their appraisal of the relative importance of factors contributing to crime and public disorder problems in their respective communities (see Figures 7A to 7D).

FIGURE 5

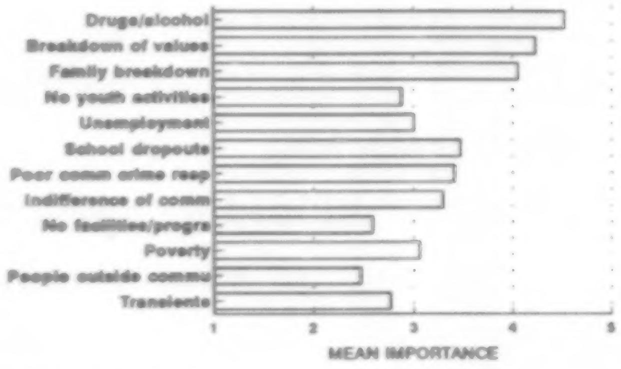
FACTORS CONTRIBUTING TO CRIME AND PUBLIC DISORDER (ALL COMMUNITIES)



Scale: 1=Not Important; 5=Very Important

FIGURE 6A

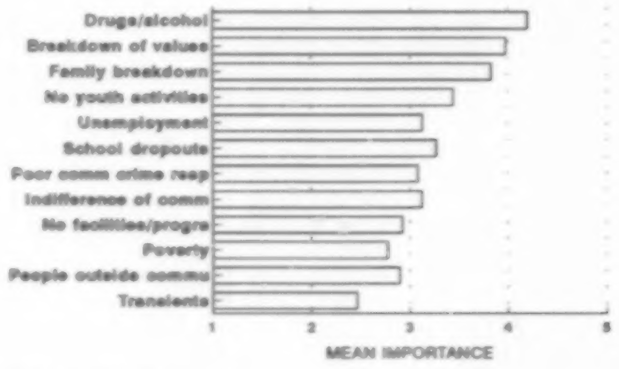
FACTORS CONTRIBUTING TO CRIME AND PUBLIC DISORDER
(CITIES)



Scale: 1=Not Important; 2=Very Important

FIGURE 6B

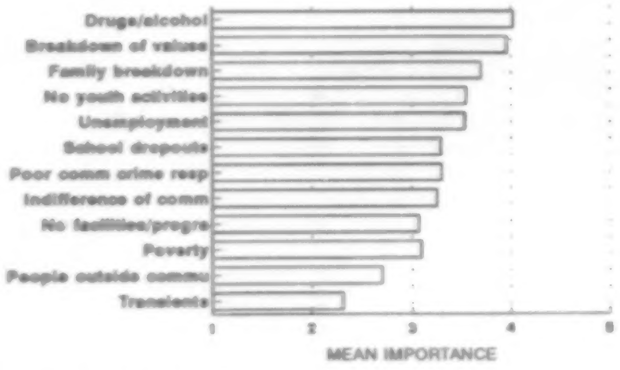
FACTORS CONTRIBUTING TO CRIME AND PUBLIC DISORDER
(TOWNS)



Scale: 1=Not Important; 5=Very Important

FIGURE 6C

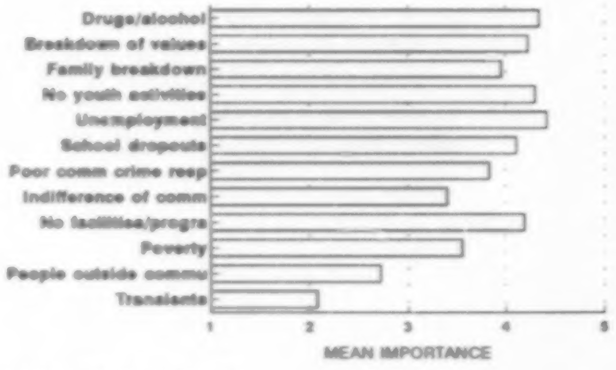
FACTORS CONTRIBUTING TO CRIME AND PUBLIC DISORDER
(HAMLETS, VILLAAGES AND RURAL AREAS)



Scale: 1=Not Important; 5=Very Important

FIGURE 6D

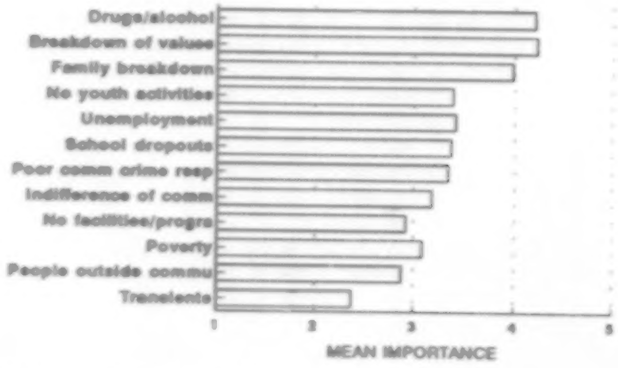
FACTORS CONTRIBUTING TO CRIME AND PUBLIC DISORDER
(NATIVE COMMUNITIES)



Scale: 1=Not Important; 5=Very Important

FIGURE 7A

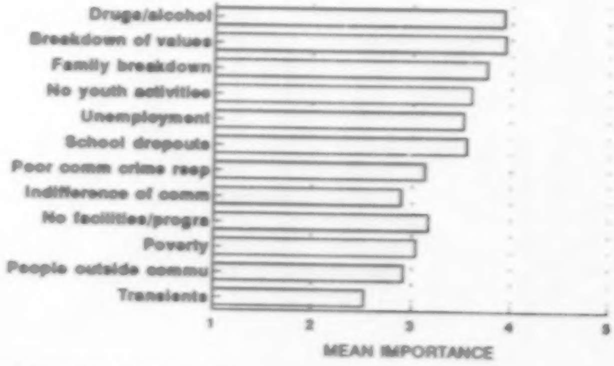
FACTORS CONTRIBUTING TO CRIME AND PUBLIC DISORDER
(COMMUNITY EMPLOYEES)



Scale: 1=Not Important; 5=Very Important

FIGURE 7B

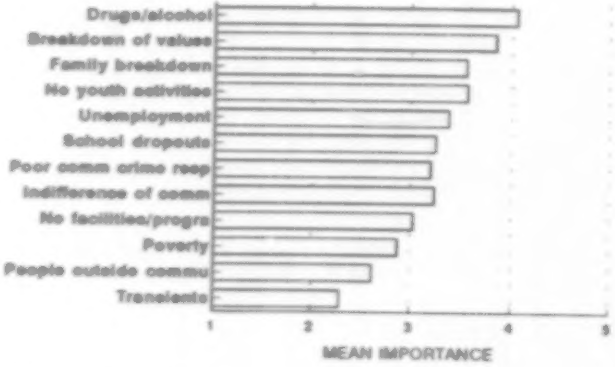
FACTORS CONTRIBUTING TO CRIME AND PUBLIC DISORDER
(ELECTED OFFICIALS)



Scale: 1=Not Important; 5=Very Important

FIGURE 7C

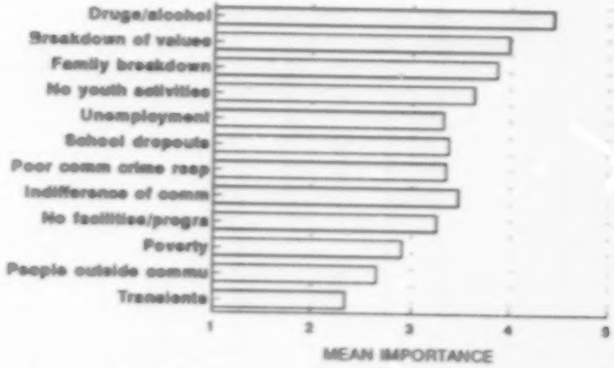
FACTORS CONTRIBUTING TO CRIME AND PUBLIC DISORDER
(RESIDENTS)



Scale: 1=Not Important; 5=Very Important

FIGURE 7D

FACTORS CONTRIBUTING TO CRIME AND PUBLIC DISORDER
(RCMP)



Scale: 1=Not Important; 5=Very Important

EFFECTIVENESS OF MEASURES AIMED AT REDUCING CRIME AND PUBLIC DISORDER PROBLEMS

Respondents thought that a number of measures for reducing crime and public disorder problems would be effective in their communities (see Figure 8). Those thought to be most effective, in order, were:

- *changes in the justice system to deal with repeat offenders;*
- *earlier intervention to prevent social problems from leading to crime;*
- *more community input into sentencing of convicted offenders;*
- *more freedom for officers to adjust their role to suit the needs of the community;*
- *better coordination and teamwork between the police and other agencies dealing with problems in the community;*
- *more involvement by the community in shaping policing policies and priorities;*
- *more community relations training for officers.*

The two measures thought to be the least effective were:

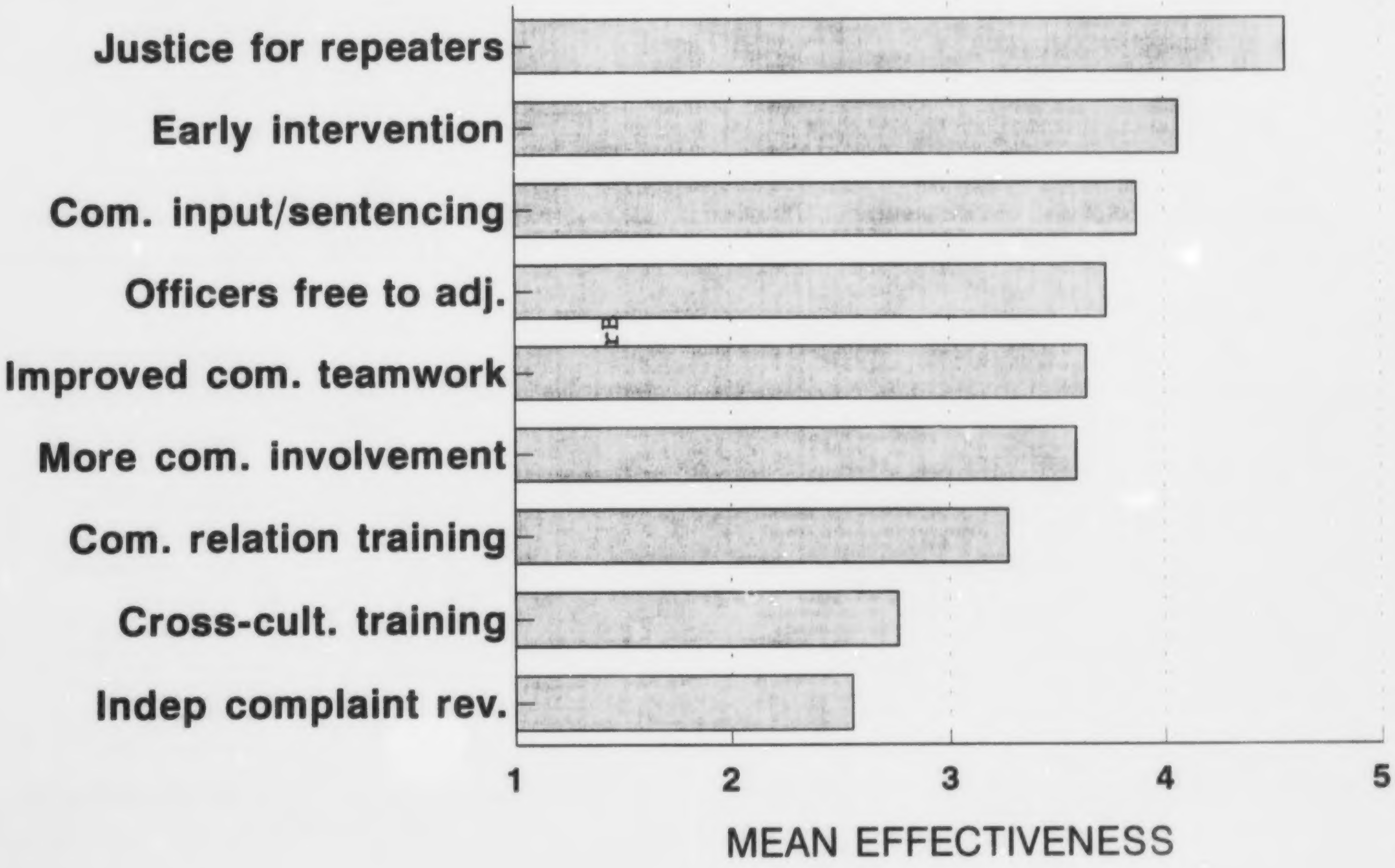
- *more cross-cultural training for officers*; and
- *better mechanisms for independent review of complaints against the police*.

Figures 9A to 9D show that there was general agreement among the different types of northern communities about the kinds of measures thought to be effective in reducing crime and public disorder problems. One exception was with regard to *more community input into sentencing of convicted offenders* (shown as *Comm input sentencing* in Figure 9A to 9D). Though rated high overall, it was considered to be less effective in the Cities than in other types of communities. Respondents from Native Communities thought that *more involvement by the community in shaping policing policies and priorities* (shown as *More comm involvement* in Figures 9A to 9D) would be more effective than respondents from other types of communities.

Figures 10A to 10D also show that the overall pattern of measures thought to be effective were similar regardless of whether the respondent was a Community Employee, Elected Official, Resident, or RCMP officer. Notable exceptions were that RCMP officers did not think that *improved community teamwork between police and other agencies, more community involvement in shaping policing policies and priorities,* and *more community relations training for officers* would be as effective as did other types of respondents.

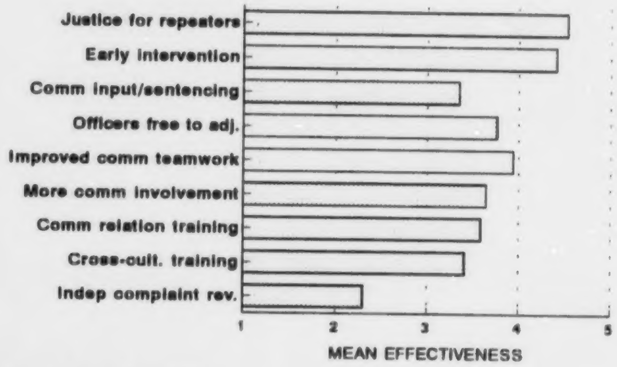
FIGURE 8

MEASURES FOR REDUCING CRIME AND PUBLIC DISORDER
(ALL COMMUNITIES)



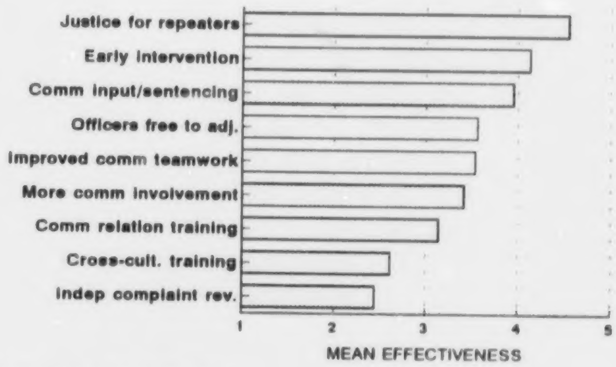
Scale: 1=Not Effective; 5=Very Effective

FIGURE 9A
MEASURES FOR REDUCING CRIME AND PUBLIC DISORDER
(CITIES)



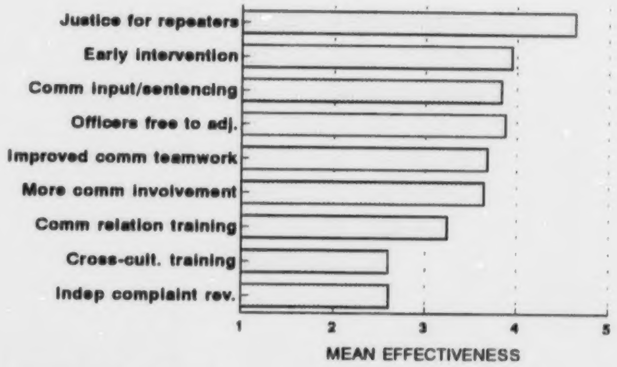
Scale: 1=Not Effective; 5=Very Effective

FIGURE 9B
MEASURES FOR REDUCING CRIME AND PUBLIC DISORDER
(TOWNS)



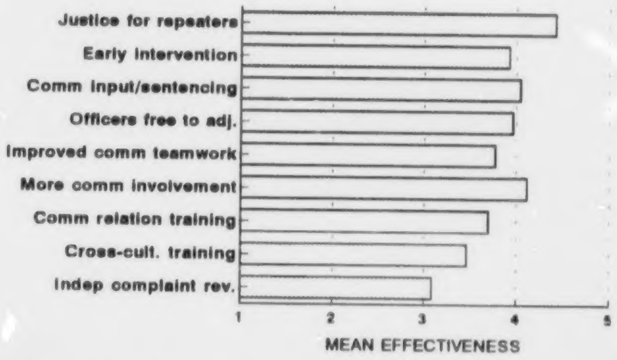
Scale: 1=Not Effective; 5=Very Effective

FIGURE 9C
MEASURES FOR REDUCING CRIME AND PUBLIC DISORDER
(HAMLETS, VILLAGES AND RURAL AREAS)



Scale: 1=Not Effective; 5=Very Effective

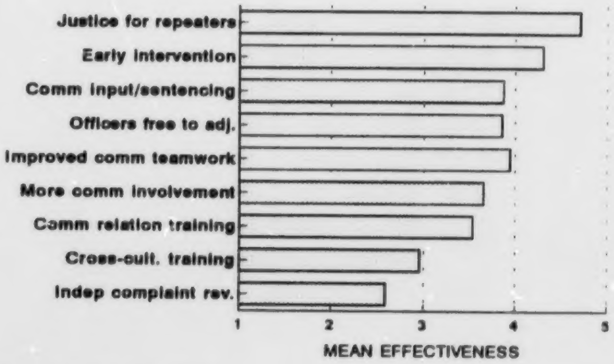
FIGURE 9D
MEASURES FOR REDUCING CRIME AND PUBLIC DISORDER
(NATIVE COMMUNITIES)



Scale: 1=Not Effective; 5=Very Effective

FIGURE 10A

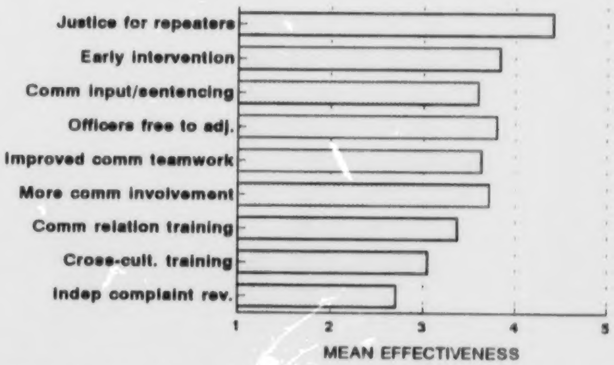
MEASURES FOR REDUCING CRIME AND PUBLIC DISORDER
(COMMUNITY EMPLOYEES)



Scale: 1=Not Effective; 5=Very Effective

FIGURE 10B

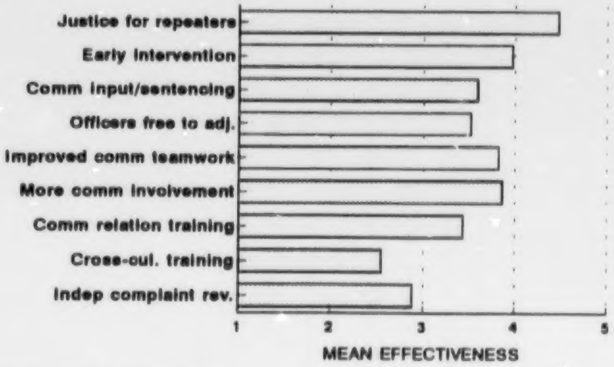
MEASURES FOR REDUCING CRIME AND PUBLIC DISORDER
(ELECTED OFFICALS)



Scale: 1=Not Effective; 5-Very Effective

FIGURE 10C

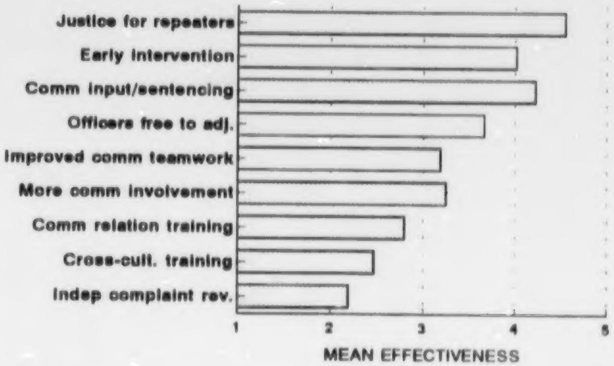
MEASURES FOR REDUCING CRIME AND PUBLIC DISORDER
(RESIDENTS)



Scale: 1=Not Effective; 5=Very Effective

FIGURE 10D

MEASURES FOR REDUCING CRIME AND PUBLIC DISORDER
(RCMP)



Scale: 1=Not Effective; 5=Very Effective

PRIORITY OF POLICING ACTIVITIES

Figure 11 shows the priority that respondents thought certain policing activities should receive (see bars in Figure 11). It also shows the priority respondents thought each activity receives now by the police (see circles joined by lines in Figure 11).

Except for *preparing criminal cases and testifying in court* (shown as *Court prep/testimony* in Figure 11), respondents thought each of the policing activities listed should receive a higher priority than they do now. The largest discrepancy between the priority that activities should receive and what they now receive was with regard to:

- *assisting the community to develop crime prevention programs;*
- *identifying causes of crime in the community and designing corrective strategies;*
- *monitoring repeat offenders or potential offenders; and*
- *foot patrol.*

Although there was a large discrepancy between what priority foot patrol should receive and what it now receives, respondents thought this activity should not receive as high a priority as the other policing activities listed.

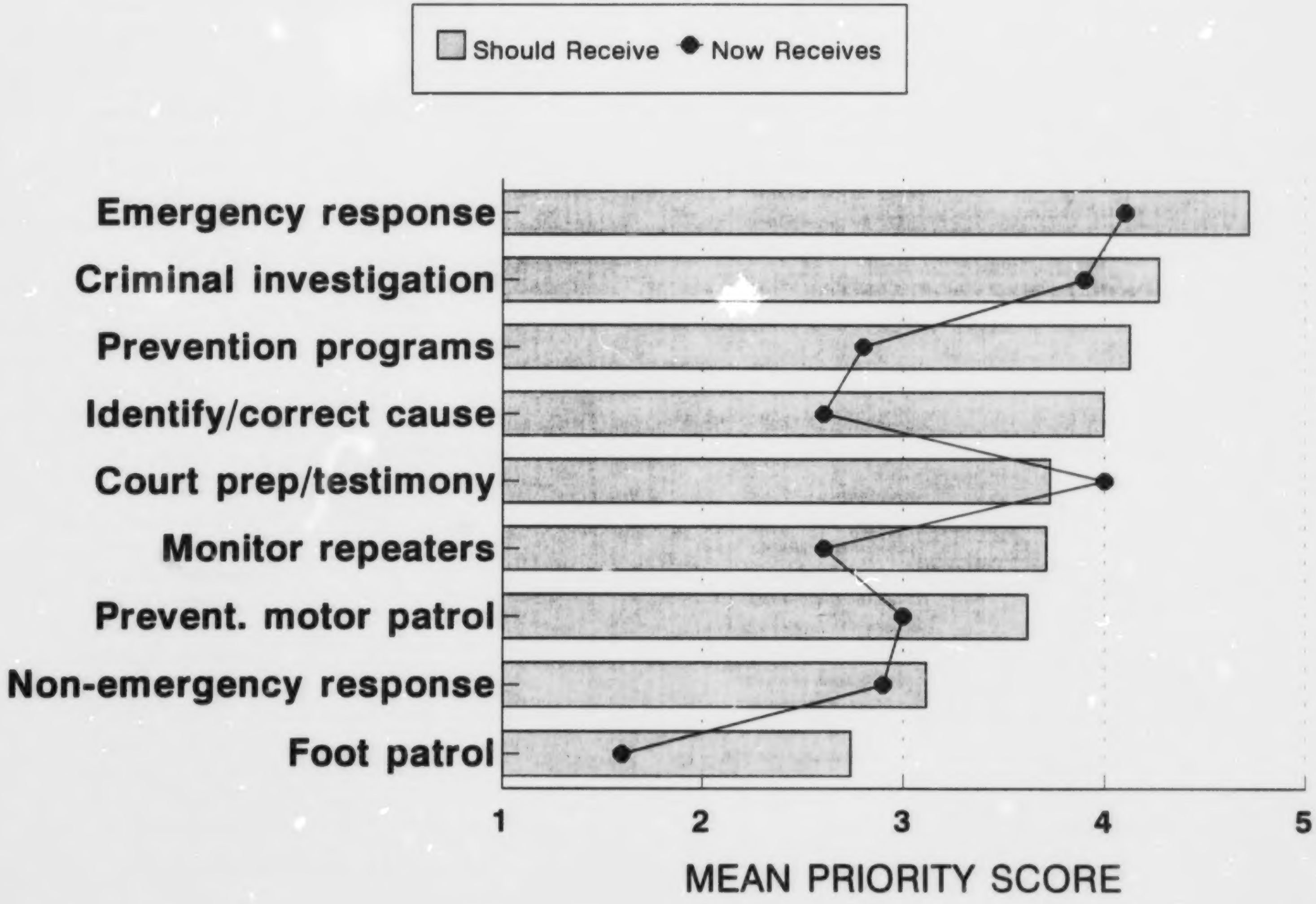
Figures 12A to 12D shows that the ordering of policing activities according to the priority they should receive was generally similar regardless of community type. One exception was that respondents from Cities and Towns thought foot patrol should receive a higher priority than those representing Hamlets/Villages/Rural Areas and Native Communities.

Also, regardless of the type of community they represented, respondents were in general agreement about the priority each activity now receives. Those representing Native Communities and Hamlets/Villages/Rural Areas, however, reported that *responding quickly to emergencies* receives considerably less priority now than it should. A similar discrepancy was noted in Native Communities with regard to *preventive motor patrol*.

Figures 13A to 13D show that, except for RCMP officers, who tended to report less of a discrepancy between the priority each activity should receive and the priority each activity now receives, there is generally good agreement about policing activity priorities among respondent types.

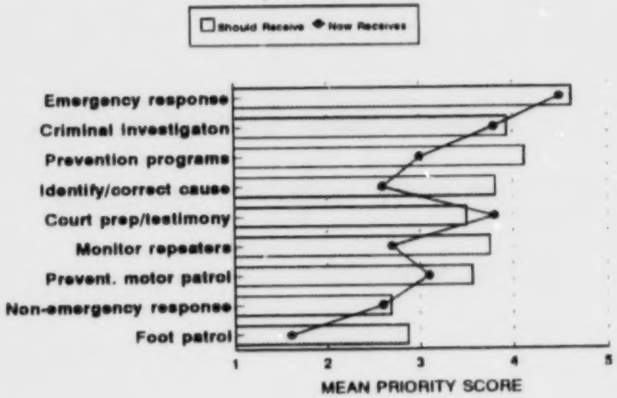
FIGURE 11

PRIORITY OF POLICING ACTIVITIES
(ALL COMMUNITIES)



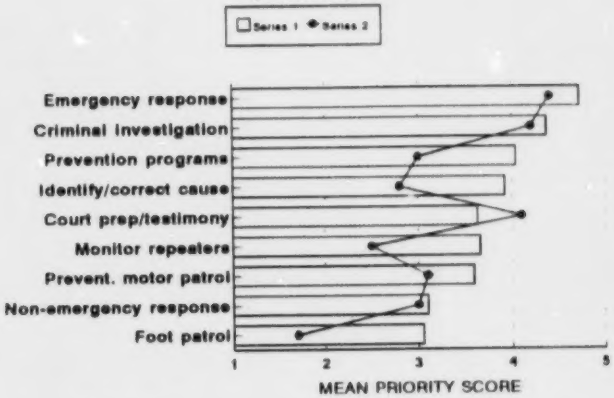
Scale: 1=Very Low; 5=Very High

FIGURE 12A
PRIORITY OF POLICING ACTIVITIES
(CITIES)



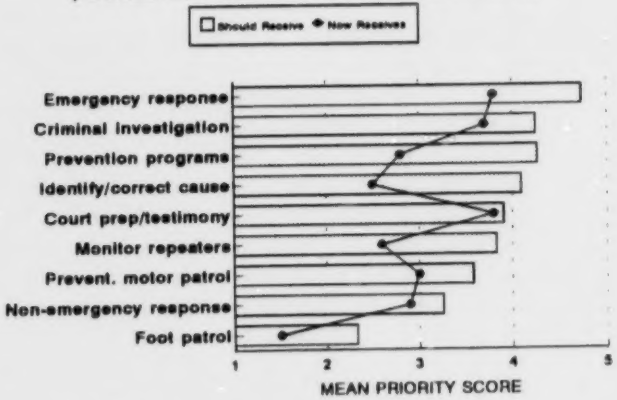
Scale: 1=Very Low; 5=Very High

FIGURE 12B
PRIORITY OF POLICING ACTIVITIES
(TOWNS)



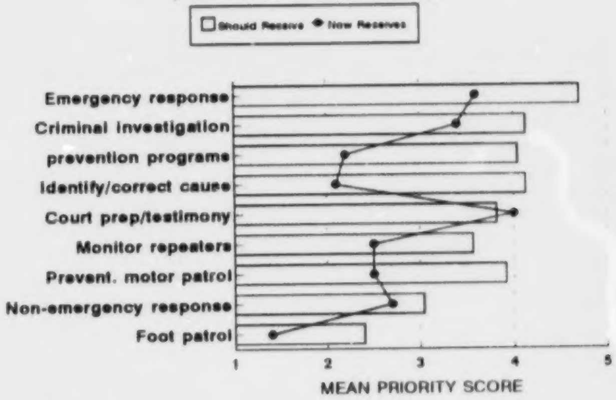
Scale: 1=Very Low; 5=Very High

FIGURE 12C
PRIORITY OF POLICING ACTIVITIES
(HAMLETS, VILLAGES AND RURAL AREAS)



Scale: 1=Very Low; 5=Very High

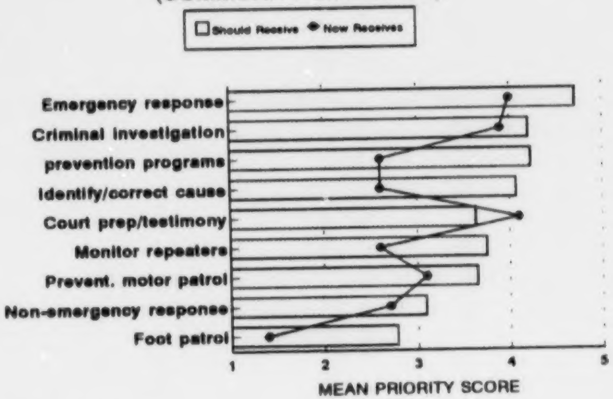
FIGURE 12D
PRIORITY OF POLICING ACTIVITIES
(NATIVE COMMUNITIES)



Scale: 1=Very Low; 5=Very High

FIGURE 13A

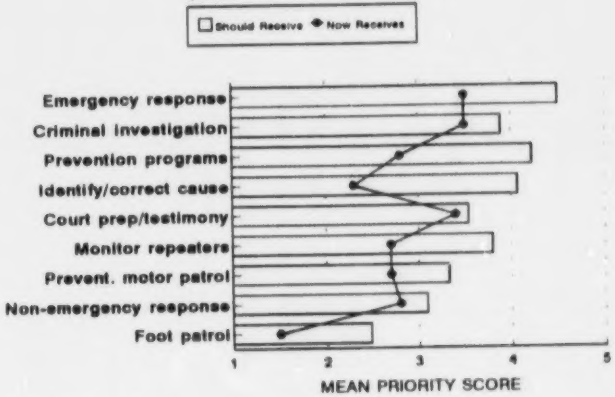
PRIORITY OF POLICING ACTIVITIES
(COMMUNITY EMPLOYEE)



Scale: 1=Very Low; 5=Very High

FIGURE 13B

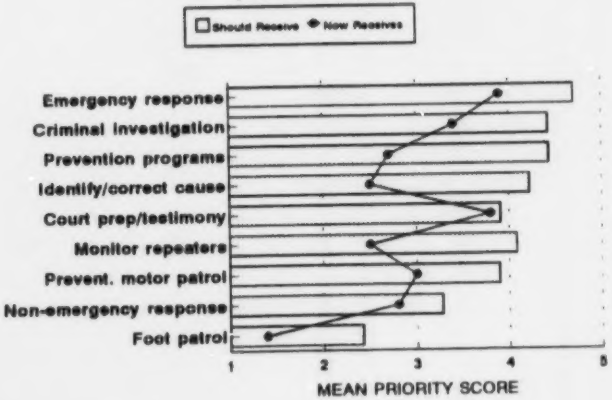
PRIORITY OF POLICING ACTIVITIES
(ELECTED OFFICIAL)



Scale: 1=Very Low; 5=Very High

FIGURE 13C

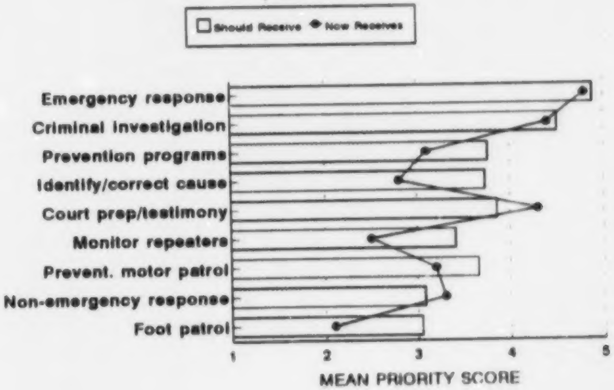
PRIORITY OF POLICING ACTIVITIES
(RESIDENT)



Scale: 1=Very Low; 5=Very High

FIGURE 13D

PRIORITY OF POLICING ACTIVITIES
(RCMP)



Scale: 1=Very Low; 5=Very High

POLICING COSTS

Few respondents (7% overall) thought "too much" was being spent on policing services in their communities. In contrast, 37% thought "too little" was being spent, whereas 31% thought the "right amount" was being spent. Almost one-quarter (24%) indicated that they did "not know" or were "not sure" about the cost of policing services in their communities; respondents from Hamlets/Villages/Rural Areas constituted the majority of these (see Figure 14A).

Figure 14A shows that none of the respondents representing Native Communities and only 3% representing Hamlets/Villages/Rural Areas thought "too much" was being spent. Respondents from these communities were, however, more likely to think "too little" was being spent in their communities relative to those representing Cities and Towns. Respondents from Cities and Towns were most likely to think that the "right amount" was being spent (these percentages were 53% and 42%, respectively).

Relative to other types of respondents, RCMP officers were most likely to think "too little" was being spent on policing in the north; they were also the least likely group to indicate that they did "not know" about the cost of policing services (see Figure 14B).

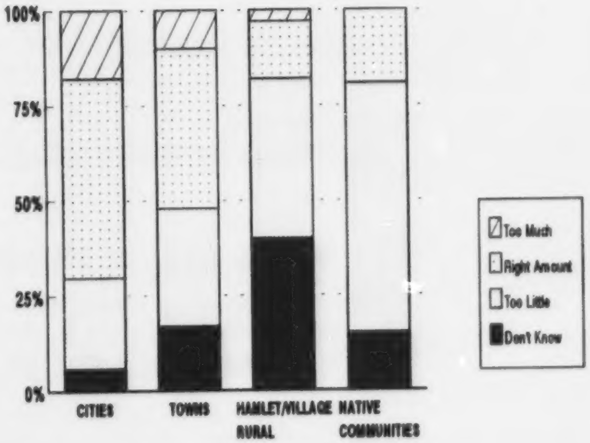
Figure 15 shows that the most important factors contributing to the rising cost of policing in northern communities were *police time appearing and testifying in court* and *police paper work*. These were closely followed by *rising crime rates, police overtime*, and *police equipment requirements*. Though rated as important contributing factors, *rising police salaries* and *police space and support services requirements* were rated least important, relative to the other factors listed.

With few exceptions, this pattern was similar regardless of community type (see Figures 16A to 16D).

Figures 17A to 17D show that there was good agreement about the factors contributing to rising policing costs regardless of the type of respondent (Community Employee, Elected Official, etc.).

FIGURE 14A

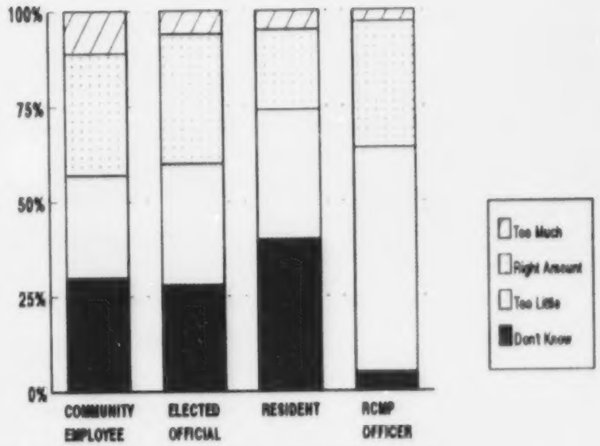
VIEWS ABOUT THE AMOUNT SPENT ON POLICING SERVICES
BY TYPE OF COMMUNITY



	CITIES	TOWNS	HAMLET/VILLAGE RURAL	NATIVE COMMUNITIES
Too Much	18%	10%	3%	0%
Right Amount	53%	42%	15%	19%
Too Little	24%	31%	42%	65%
Don't Know	6%	17%	40%	15%

FIGURE 14B

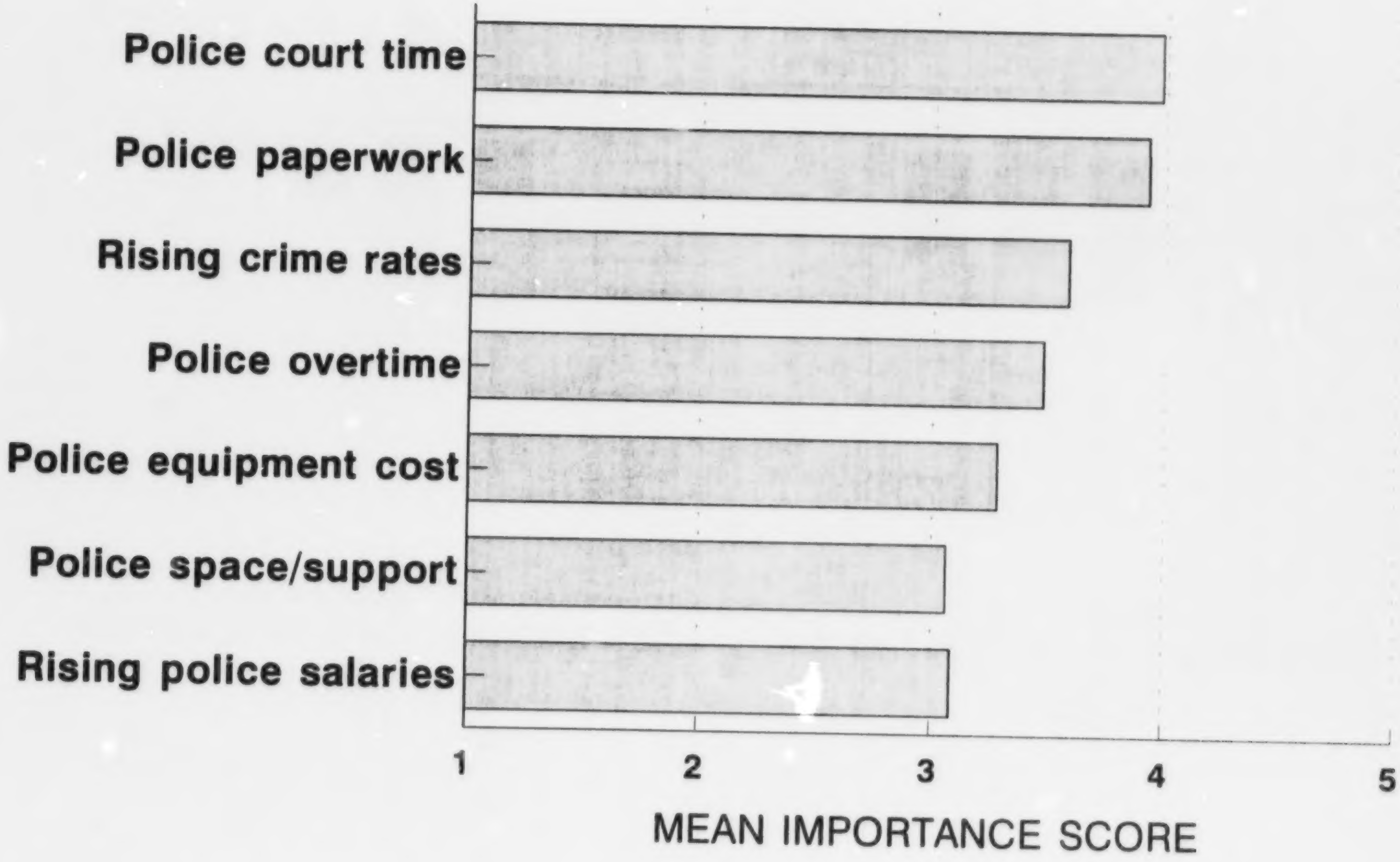
VIEWS ABOUT THE AMOUNT SPENT ON POLICING SERVICES
BY TYPE OF RESPONDENT



	COMMUNITY EMPLOYEE	ELECTED OFFICIAL	RESIDENT	RCMP OFFICER
Too Much	11%	6%	5%	3%
Right Amount	32%	34%	21%	33%
Too Little	27%	32%	34%	59%
Don't Know	30%	28%	40%	5%

FIGURE 15

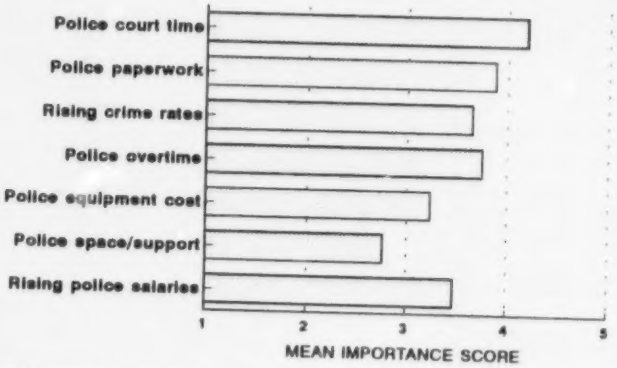
FACTORS CONTRIBUTING TO POLICING COST (ALL COMMUNITIES)



Scale: 1=Not Important; 5=Very Important

FIGURE 16A

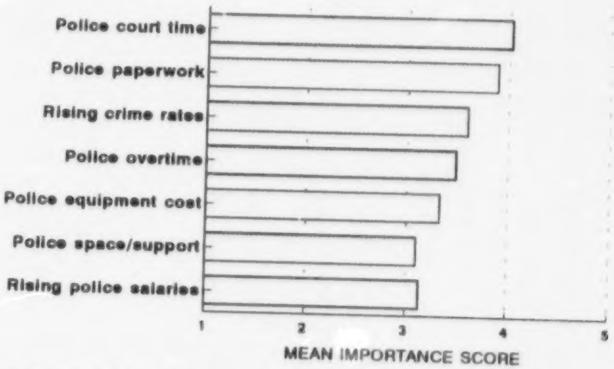
FACTORS CONTRIBUTING TO POLICING COST
(CITIES)



Scale: 1=Not Important; 5=Important

FIGURE 16B

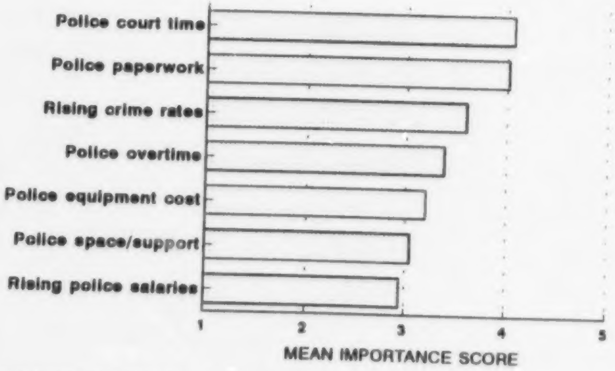
FACTORS CONTRIBUTING TO POLICING COST
(TOWNS)



Scale: 1=Not Important; 5=Very Important

FIGURE 16C

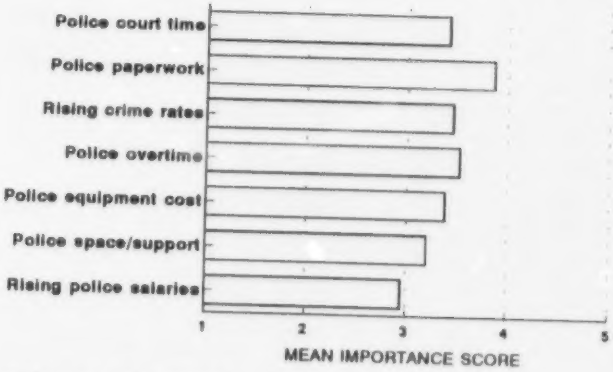
FACTORS CONTRIBUTING TO POLICING COST
(HAMLETS, VILLAGES AND RURAL AREAS)



Scale: 1=Not Important; 5=Very Important

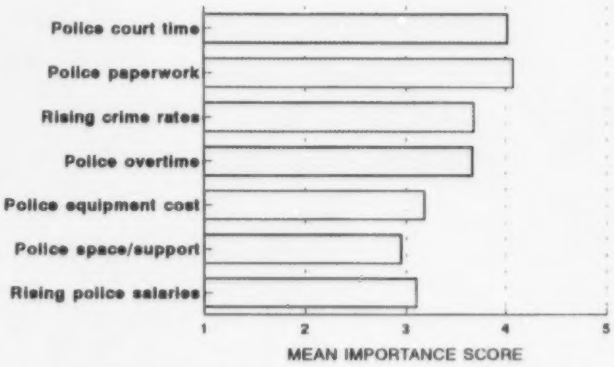
FIGURE 16D

FACTORS CONTRIBUTING TO POLICING COST
(NATIVE COMMUNITIES)



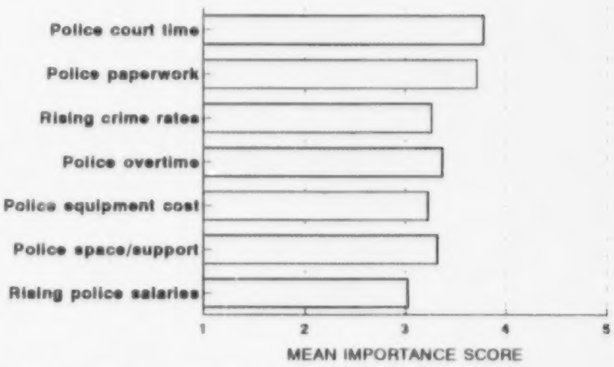
Scale: 1=Not Important; 5=Very Important

FIGURE 17A
FACTORS CONTRIBUTING TO POLICING COST
(COMMUNITY EMPLOYEE)



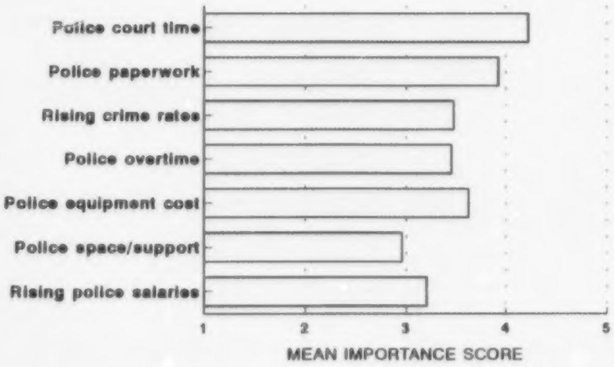
Scale: 1=Not Important; 5=Very Important

FIGURE 17B
FACTORS CONTRIBUTING TO POLICING COST
(ELECTED OFFICIAL)



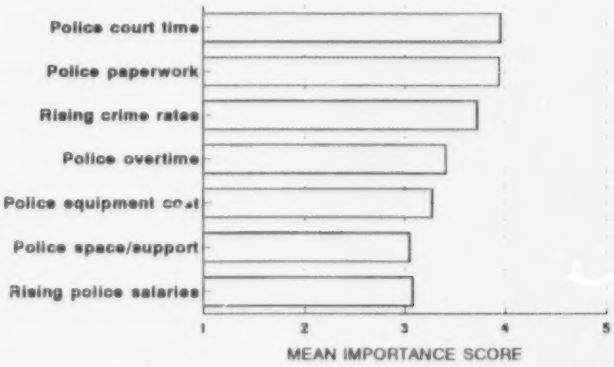
Scale: 1=Not Important; 5=Very Important

FIGURE 17C
FACTORS CONTRIBUTING TO POLICING COST
(RESIDENT)



Scale: 1=Not Important; 5=Very Important

FIGURE 17D
FACTORS CONTRIBUTING TO POLICING COST
(RCMP)



Scale; 1=Not Important; 5=Very Important

In total, nine of the 17 municipalities with RCMP contracts returned detailed information regarding the costs of policing services for fiscal years 1990 to 1992.

Table 8 provides information on the Cost Per Capita and Police Mills represented by the Total Policing Costs for each municipality[23]. Total Policing Costs include the direct amount paid to the Receiver General of Canada relating to the municipal RCMP contract (e.g., officers' regular and overtime costs and rental on federal facilities) as well as other indirect policing support costs paid by the municipality (e.g., support staff, space, Special Constables, Bylaw Officers, etc.).

Per Capita costs vary from a low of $86 in Peace River to a high of $145 in High Prairie, a difference of nearly 70%. The variation in Police Mills is even more dramatic, ranging from a low of 2.00 in Peace River, to a high of 5.53 in Lac La Biche, a difference of over 175%. This lends support to the concerns expressed by municipalities about uneven tax loads borne by residents in various northern communities. Interestingly, the growth rate in Police Mills was highest for Peace River, suggesting that costs have been escalating in this community.

TABLE 8
POLICING COST RATIOS: PER CAPITA COSTS AND POLICE MILLS

Community	Total Policing Cost ($)	Per Capita Cost ($)	Police Mills	Police Mill Growth (%)
Grande Cache	342,347	94	-	-
Grande Prairie	3,898,906	139	3.60	-4
High Level	361,135	120	4.73	6
High Prairie	407,535	145	4.98	0
Lac La Biche	364,568	143	5.53	0
Peace River	601,446	86	2.00	19
St. Paul	574,035	112	-	-
Slave Lake	503,254	90	3.89	6
Valleyview	313,783	141	5.33	8

---

[23] All data has been based on ***average costs*** over the three fiscal years (1990 - 1992) in order to account for possible unusual year-to-year variations. A three year average was also used in crime and policing cost comparisons provided earlier for the period 1988 - 1990).

The cost growth rate is illustrated in Table 9 which shows the percentage of total policing costs represented by the RCMP contract (% RCMP) and by other indirect policing support costs (% Other).

Grande Prairie allocates the greatest proportion (approximately 35%) of its policing budget to areas such as support staff, Special Constables and Bylaw Officers (see % Other in Table 9). All municipalities reported costs for providing support staff to their detachment. Three municipalities (Grande Prairie, High Level and Slave Lake) supply Special Constables, while four (Grande Prairie, High Prairie, Peace River and Valleyview) supply Bylaw Officers. Only High Prairie and Grande Cache reported space costs. All of the others paid rent to the federal government except Grande Prairie and Valleyview, who did not report any rental or space costs. No municipality reported costs to fund crime prevention programs. Evidently, there exists a significant range in both costs of policing and the makeup of those costs among municipalities.

TABLE 9
POLICING COST RATIOS: COST GROWTH RATES

Community	% RCMP	RCMP Growth	% Other	Other Growth
Grande Cache	77	6	23	13
Grande Prairie	65	11	35	13
High Level	88	18	12	-68
High Prairie	74	-2	26	2
Lac La Biche	84	11	16	18
Peace River	78	22	22	72
St. Paul	92	7	8	3
Slave Lake	88	17	12	-37
Valleyview	87	7	13	12

The survey also asked municipalities to indicate the fiscal measures taken as a result of rising policing costs. Grande Cache reported reducing the number of RCMP officers, while High Level reported cuts in essential services. Three municipalities (High Level, Lac La Biche and Peace River) reported cuts in non-essential services. All municipalities indicated that taxes had to be raised in order to pay for the increases in policing costs.

COST CONTAINMENT MEASURES

Alternative Policing Personnel

Greater use of lower cost personnel (e.g., Special Constables, Bylaw Enforcement Officers) to take over some of the tasks currently handled by RCMP officers and *greater use of unpaid volunteers to assist the police* received the most support as measures for reducing or containing the cost of policing services in northern communities, regardless of community or respondent type. Mean support for these cost containment measures were 3.9 and 3.7, respectively, on a scale from 1 to 5.

Support for *provincial, regional,* or *municipal police forces* as cost containment measures was low, again regardless of community or respondent type. Mean support for these cost containment measures ranged from 1.7 to 1.8 on a scale from 1 to 5. Representatives of Native Communities tended to be somewhat more in favor of regional (2.5) and municipal (2.4) police forces than other respondents.

Increased Taxes

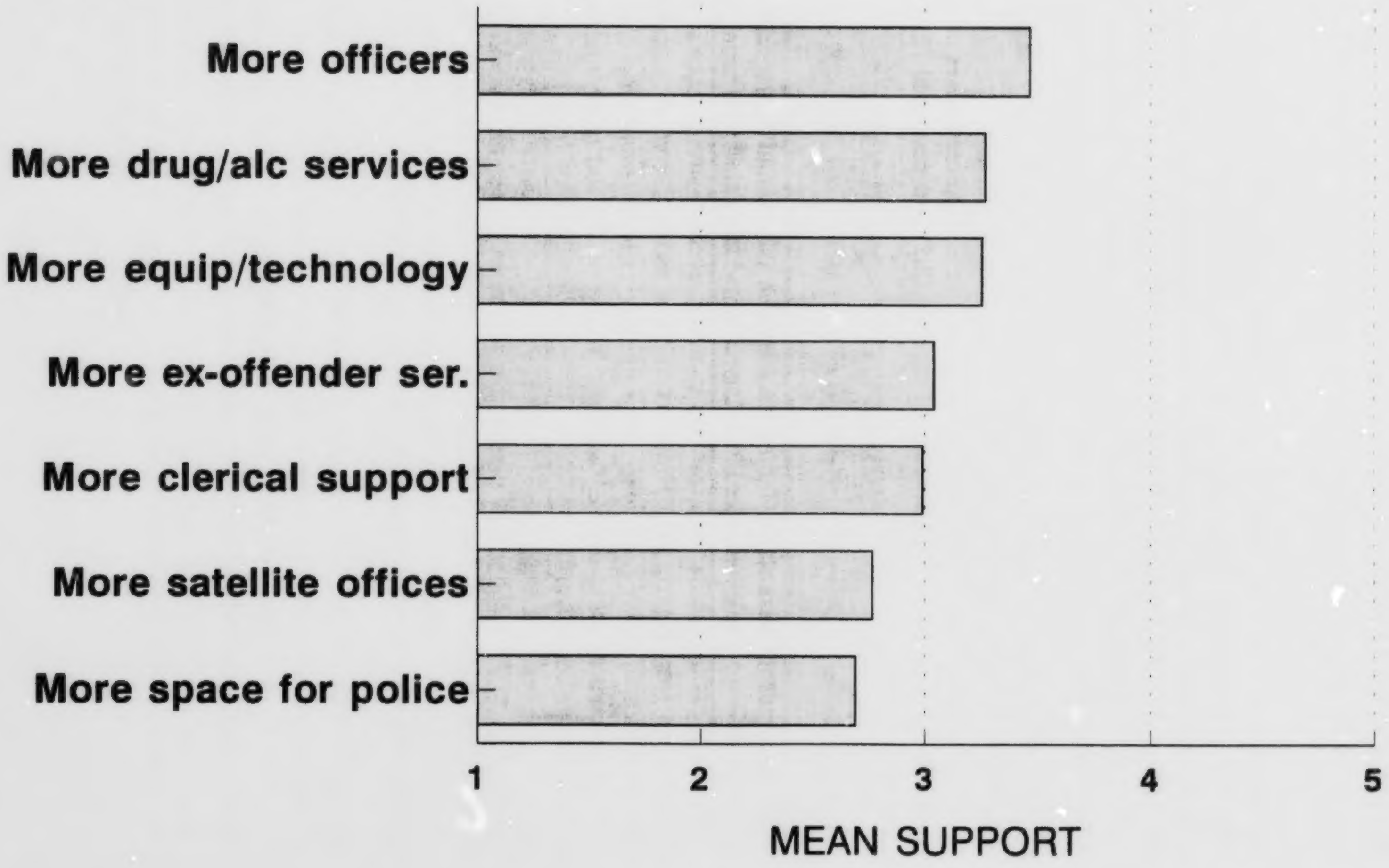
When respondents were asked the extent to which they would "personally support increased taxes" in order to implement specific measures aimed at dealing with crime and public disorder problems in their communities, no one measure received strong support across all northern communities (see Figure 18). Those receiving a modest level of support were: *additional officers dedicated to the community*, *improved access to drug and alcohol detox and treatment services* (shown as *more drug/alc services* in Figure 18) and *more equipment or technology available to police officers*.

Figures 19A to 19D show that support for *improved access to drug/alcohol detox/treatment services* was highest in Native Communities. Also, support for *more satellite offices* and *improved access to offender re-integration services* (shown as *more offender services* in Figures 19A to 19D) was highest in Native Communities and Cities.

Among the different types of respondents surveyed, RCMP officers were more likely to support increased taxes for a greater number of policing services than other respondents (see Figures 20A to 20D). In particular, RCMP officers were more likely to favor increased taxes for *more officers, more equipment or technology,* and *more clerical support* than other respondents.

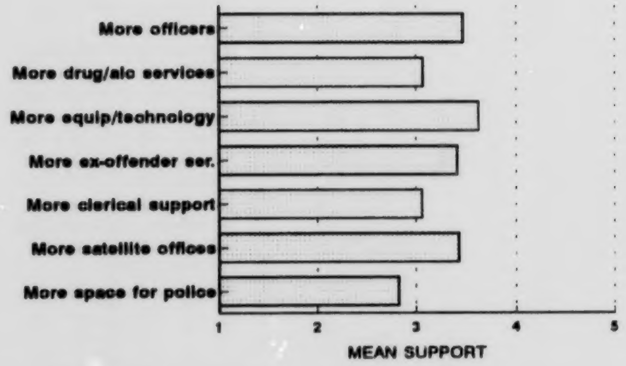
FIGURE 18

MEASURES SUPPORTED BY INCREASED TAXES
(ALL COMMUNITIES)



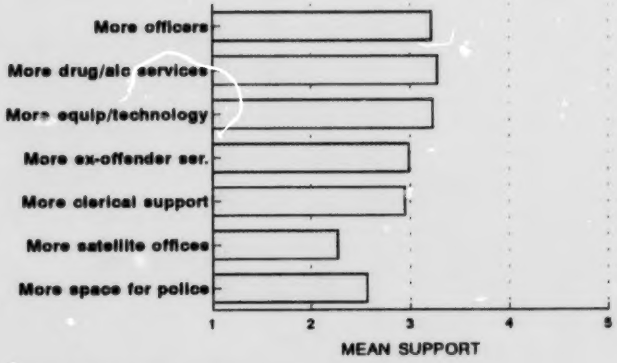
Scale: 1=Strongly Against; 5=Strongly Favor

FIGURE 19A
MEASURES SUPPORTED BY INCREASED TAXES
(CITIES)



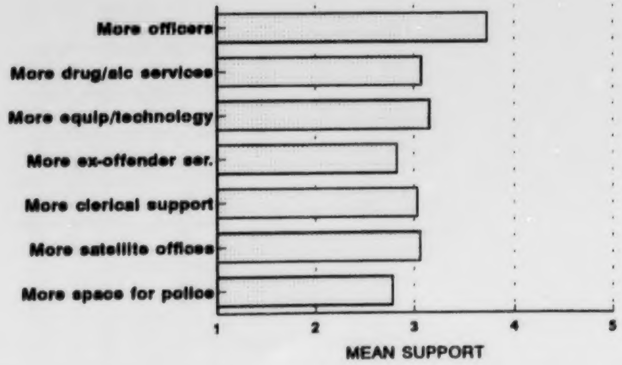
Scale: 1=Strongly Against; 5=Strongly Favor

FIGURE 19B
MEASURES SUPPORTED BY INCREASED TAXES
(TOWNS)



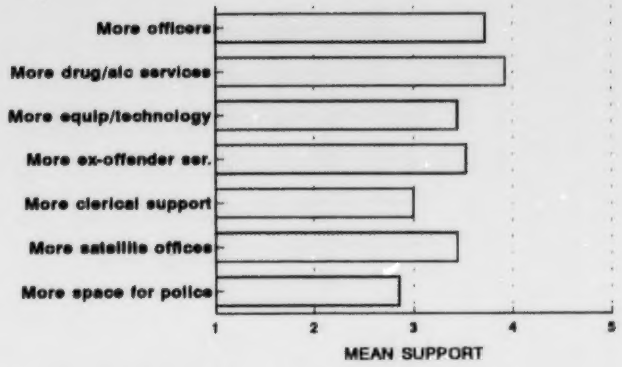
Scale: 1=Strongly Against; 5=Strongly Favor

FIGURE 19C
MEASURES SUPPORTED BY INCREASED TAXES
(HAMLETS, VILLAGES AND RURAL AREAS



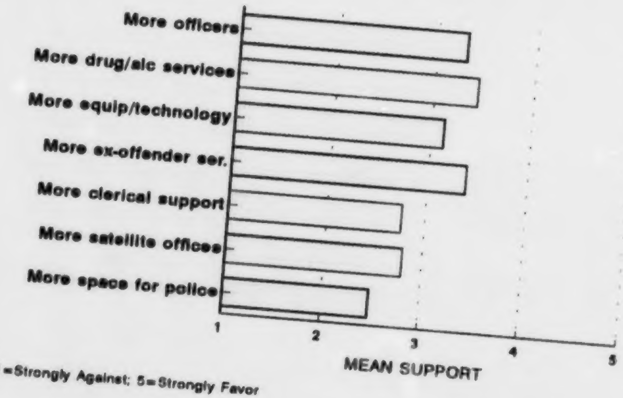
Scale: 1=Strongly Against; 5=Strongly Favor

FIGURE 19D
MEASURES SUPPORTED BY INCREASED TAXES
(NATIVE COMMUNITITES)



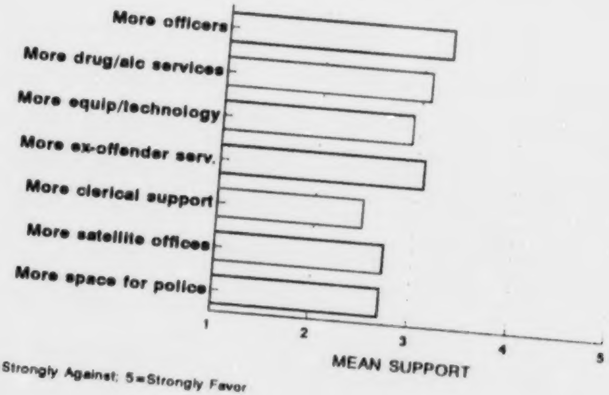
Scale: 1=Strongly Against; 5=Strongly Favor

FIGURE 20A
MEASURES SUPPORTED BY INCREASED TAXES
(COMMUNITY EMPLOYEES)



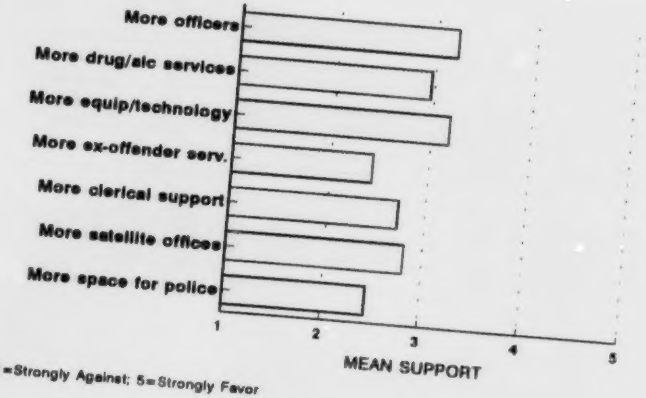
Scale; 1=Strongly Against; 5=Strongly Favor

FIGURE 20B
MEASURES SUPPORTED BY INCREASED TAXES
(ELECTED OFFICIALS)



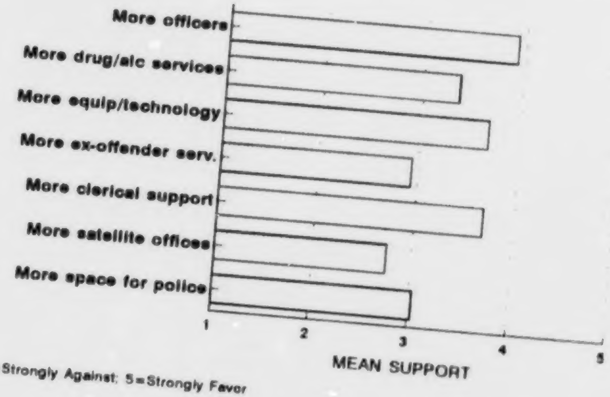
Scale: 1=Strongly Against; 5=Strongly Favor

FIGURE 20C
MEASURES SUPPORTED BY INCREASED TAXES
(RESIDENTS)



Scale: 1=Strongly Against; 5=Strongly Favor

FIGURE 20D
MEASURES SUPPORTED BY INCREASED TAXES
(RCMP)



Scale: 1=Strongly Against; 5=Strongly Favor

Reallocation of Officer Priorities

Recognizing that it may not be feasible to obtain significantly greater funding for additional policing services, respondents were asked the extent to which they would "personally support the reallocation of officer priorities" in order to get greater officer participation in certain crime prevention activities. Support was generally strong for each of the crime prevention activities listed in the survey (mean support scores ranged from 3.8 and 3.9, on a scale from 1 to 5, for each activity). These activities were:

- *Assisting the community to establish crime prevention programs;*
- *Mobilizing community resources to address crime and public disorder problems;*
- *Conducting community relations and crime awareness presentations;*
- *Regularly attending meetings of community organizations having a role in crime prevention; and*
- *Analyzing causes of crime and developing corrective strategies.*

Support for the reallocation of police officer priorities for these activities did not substantially differ according to type of community or type of respondent.

The types of activities respondents favored reducing in order to free up officer time for more crime prevention included the following, ordered according to the frequency with which each was mentioned:

- *Clerical work and "unnecessary" paper work;*
- *Preparing for, and appearing in court;*
- *Escorting prisoners;*
- *Serving summonses and subpoenas;*
- *Traffic enforcement, including speed checks and minor traffic offenses.*

ALTERNATIVE POLICING APPROACHES

Decisions must often be made between alternative approaches to policing which cannot easily exist at the same time. In order to determine the approach to policing most desired in northern communities, respondents were asked to identify which policing approach they most agreed with from a list of six pairs of alternative approaches. These pairs of policing approaches are listed in Table 10, along with the percentage of respondents agreeing with each. For ease of presentation, the policing approach that most respondents agreed with in each pair is listed as Approach A in Table 10 (pairs of approaches are ordered from highest to lowest, in terms of consensus).

TABLE 10
PREFERRED POLICING APPROACHES

APPROACH A	Agreed With A	Couldn't Decide	Agreed With B	APPROACH B
Officers should be actively involved in community affairs and social events.	91%	4%	5%	Officers should have limited personal involvement in the communities they serve.
Officers should cultivate an informal, approachable and accessible style in dealing with community residents.	88%	5%	7%	Officers should maintain a detached style and avoid becoming too familiar with community residents.
The local community should have a direct mechanism to influence policing policies and priorities as they apply to the community.	65%	12%	22%	Policing policies and priorities should not be influenced by local community interests.
Enforcement of the law should be the same for residents in all communities.	62%	6%	32%	Officers should enforce the law according to the values of each community.
The role of the officer is primarily to keep the peace. Officers should, where discretion allows, attempt to help settle disputes and resolve problems, laying charges as a last resort.	53%	13%	34%	The role of the officer is primarily to enforce the law. Officers should attempt to protect citizens from being victimized by crime, laying charges whenever laws have been broken.
Officers should stay in their posts for longer periods of time.	48%	27%	25%	Officers should be transferred at frequent intervals.

Survey participants clearly thought that officers should be *actively involved in community affairs* (91%), and that they should *cultivate an informal, approachable and accessible style in dealing with community residents* (88%).

Most (65%) agreed that the local community should have a *direct mechanism to influence policing policies and priorities*. Respondents from Hamlets/Villages/Rural Areas, however, were less likely to agree with this approach than those from other types of communities (48% versus 65% overall). In contrast, 89% of respondents from Cities and 76% of those from Native

Communities agreed with this approach. Among respondent types, Residents were somewhat less likely to agree with this approach (51%) than other respondents.

Most (62%) also agreed that *enforcement of the law should be the same for residents in all communities*. The extent to which respondents agreed with this approach was similar regardless of community or respondent type.

A little over half (53%) of the respondents agreed that *the role of the officer is primarily to keep the peace*, as opposed to enforcing the law. Respondents from Native Communities and Cities were more likely to agree with this approach than those from other types of communities (73% and 71% respectively, compared to 53% overall). The extent to which respondents agreed with this approach did not substantially differ if they were Community Employees, Elected Officials, Residents, or RCMP officers.

Finally, nearly half agreed that *officers should stay in their posts for longer periods of time*, as opposed to being transferred at frequent intervals. Twenty-seven percent could not decide between these alternatives, the largest percentage of "undecideds" of all the pairs. Although this pattern was similar regardless of community type, RCMP officers were less likely to agree with this alternative than other types of respondents (27% versus 47% overall).

CONCLUSIONS

CONCLUSIONS

The primary objectives of the study were:

1. To identify municipalities with disproportionately high policing costs;
2. To review factors that lead to high policing costs;
3. To describe efforts in northern Alberta related to community involvement in policing;
4. To identify existing or new policing strategies which could improve service without increasing costs.

Based on the information gathered in the study, our conclusions related to each of the above objectives are presented below.

Municipalities With Disproportionately High Policing Costs

The analysis of crime and policing cost data clearly shows that a greater proportion of municipal detachments in the NADC area face high crime rates and policing costs in comparison to other detachments in Alberta. The following nine municipalities (out of 18 in the NADC area) were identified in the high crime/cost group:

- Athabasca
- Fort McMurray
- Grand Centre
- Grande Prairie
- High Level
- High Prairie
- Lac La Biche
- St. Paul
- Valleyview

These communities warrant the greatest attention in finding solutions to reduce crime rates and contain policing costs.

Eight provincial detachments (out of 30 in the NADC area) were also identified in the high crime/cost group, although the proportion of NADC-area detachments in this group is comparable to that in the rest of Alberta.

Factors Leading To High Policing Costs

The analysis of crime and policing cost data showed clearly that detachment staffing levels, and consequently policing costs, were directly related to the crime rate in the detachment area. Although the study was not intended to look specifically at causes of crime, a number of factors were identified which were felt to reflect on the crime rate in northern Alberta:

- lack of community-based social, recreation and treatment programs for offenders and those at risk of falling into crime;
- significant levels of crime by non-residents, particularly in regional service centres;
- apathy or reluctance of residents to take personal responsibility for reporting crimes and testifying in court;
- ineffectiveness of the justice system in deterring crime and dealing with chronic repeat offenders;
- lack of crime prevention and problem-solving by the police in concert with the community.

A number of factors independent of the crime rate were also identified which were felt to lead to higher policing costs:

- greater distances, travel costs and unproductive travel time in northern detachments;
- significant unproductive police time in court-related duties (i.e., paperwork, testifying, security, prisoner escort);
- insufficient use (by the RCMP and municipalities) of lower cost alternative law enforcement personnel[24] to perform some of the functions currently being carried out by regular RCMP officers;
- inability of municipalities to control policing costs they incur, including officer salaries (regular and overtime), space for the detachment and support costs;
- inadequacy of the cost-sharing formula and the Municipal Police Assistance Grant in compensating for special circumstances in each community (leading to widely different tax burdens for policing services).

The results above indicate a number of fronts on which actions might be taken to contain or reduce policing costs.

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[24] Alternative personnel include: volunteers, Auxiliary Constables, Bylaw Enforcement Officers and Special Constables (including Band Constables).

Efforts Related To Community Involvement In Policing;

Although it was widely recognized that communities have an important role to play in assisting the police in crime prevention and law enforcement, there was little evidence found in most communities of a strong and active grassroots involvement of residents in policing.

Residents generally do not appear to have accepted ownership of crime in their communities and their personal responsibility for becoming involved. Many of the traditional programs (e.g., Crime Watch, Block Parents) were found to be relatively inactive in many communities. Except for the Auxiliary Constable program and Community Advisory Committees (or similar crime prevention committees) which were prevalent and relatively active, most communities appeared to have relatively few strongly functioning programs for community involvement in policing.

Community Advisory Committees appear to be gaining some ground in northern Alberta, but there are no clear signs yet that they have fulfilled their potential as a mechanism for joint planning and problem-solving between the RCMP and the community. Part of the difficulty implementing Community Advisory Committees appears to be that residents have traditionally trusted the RCMP to determine what should be done, and do not feel the need to become more involved in policing issues.

Despite the general lack of community involvement, the study documented a number of innovative programs in several communities where groups of concerned citizens have undertaken to deal with a specific problem. Of particular interest were various Victims Assistance Programs and Crime Prevention and Safer Cities Committees which appear to have mobilized significant political and volunteer support in working with the RCMP in their communities.

Policing Strategies To Improve Service Without Increasing Costs.

The study demonstrated that residents of northern Alberta do not see "more officers" as a viable strategy to improve service. It was recognized that different approaches were required to provide policing services more efficiently. Two major interrelated strategies emerged:

- Community-Based Policing

  Although not generally referred to by name, it was clear that residents widely support the philosophy and operational tactics of community-based policing. This was evidenced by support for:
  - increasing the level of face-to-face interaction between police officers and residents on both a professional and social level;
  - enhancing the role of the officer as a peace keeper and problem-solver;
  - more use of foot patrol and satellite offices;
  - more emphasis on crime prevention activity and assisting the community to organize and operate prevention programs;
  - greater community input into policing policies and priorities.

These findings suggest strongly that the current direction of the RCMP towards a community-based policing approach will find widespread support in northern Alberta.

- *Alternative Law Enforcement Personnel*

  It was recognized that implementing community-based policing, and focusing a greater share of resources on crime prevention, were tough problems in most northern Alberta communities because of the heavy criminal workloads carried by police and the difficulties in having a strong community-level presence in a territory so large and sparsely populated. These factors support the strategy of using lower cost community-based law enforcement personnel to the greatest extent possible to complement the contingent of regular RCMP officers. Benefits noted include:

  - As a cost-containment measure, the use of alternative personnel allows the contractor (municipality or province) to get more service at the same cost. Numerous examples were given of police activities which could be delegated to lower levels[25];
  - Being community-based, such personnel would be in a position to provide a first response and a more highly visible law enforcement presence, particularly in communities remote from an RCMP detachment;
  - Community residents would be more likely to establish a personal, positive and supportive relationship with the local officer or constable (and the police in general), forwarding the desired evolution towards community-based policing (i.e., joint ownership, planning and action on problems);
  - Municipal contract holders will be able to exercise a greater measure of control over policing costs and enforcement priorities.

These two strategies appear to be taking hold in northern Alberta as communities attempt to deal with the growth in crime and policing costs. While these are not the only solutions, they appear to warrant encouragement and support as reasonable directions for policing in northern Alberta in the coming years.

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[25] Suggestions included: conducting follow-up investigations (minor crimes), enforcing bylaws and non-moving violations, enforcing seat belt use, serving summonses and subpoenas, providing courtroom security and prisoner escort, returning stolen property, informing next of kin (bereavement support), and making public awareness presentations.

APPENDICES

APPENDIX A

NOTES FROM COMMUNITY VISITS

Community	Page
Athabasca	101
Bonnyville	105
Whitecourt	110
High Prairie	115
Grande Prairie	120
Grimshaw	125
High Level	130
Fort McMurray	136
Fort Chipewyan	141

NOTE: The information contained in Appendix A represents the perceptions and opinions of the participants as expressed to the consultants and does not necessarily reflect the views of the consultants, the Steering Committee, the RCMP, the NADC or the Alberta government. It was not possible within the scope of the project to independently verify the accuracy or completeness of the information provided, although the findings are considered to be a fair reflection of the issues of importance in each community.

ATHABASCA

COMMUNITY CHARACTERISTICS

- Alberta Pacific Forest Industries (ALPAC) mill under construction causing concern among residents about potential impact of crews in town. Migrants also coming into the area looking for work with potential for vagrancy and crime.
- Highways to remote communities have improved -- natives are moving into the area looking for work.
- Tourist activity doubles the rural population during the summer.
- Crime:
    - No major crime "problem" perceived despite high crime rates;
    - General rise in crime experienced, but no single major problem area noted;
    - Specific concerns noted regarding child abuse, break-ins, out-of-town criminals traveling through area, higher crime rates for natives.

POLICING APPROACH

- "Post" detachment -- five municipal and five provincial officers, including two native officers.
- NCO has been in position for many years.
- Officers are actively involved in community organizations. Relations appear good between RCMP and other agencies. Officers give talks to community groups.
- Community Involvement:
    - Rural Crime Watch -- one officer is assigned to each Crime Watch area (five) and attends meetings;
    - Block Parents;
    - Auxiliary Constables;
    - RCMP Ride Along -- used as an educational tool to help increase public awareness of how the police function;
    - Bylaw Enforcement Officer (Town);
    - Community Advisory Committee is being organized -- members will be drawn from Rural Crime Watch Associations, Block Parents and Town Council.

POLICING ISSUES

Community Role

- No facilities in community to treat offenders (batterers).
- Community has lost confidence in justice system. Considered demanding (time and money) to be a witness, especially when the offender is seen as getting away without proper punishment. Residents are generally not willing to become involved.

Police Role and Resources

- Inadequate (small) detachment, and prisoner cells are not up to federal standards.
- Lack of clerical support -- officers doing clerical tasks. Excessive paperwork generally.
- Native positions (2) currently vacant.
- Insufficient number of officers (Boyle detachment).
- 25% overhead in travel time between communities because of distance and sparseness.
- High officer workloads leave little time for prevention -- 50% of officer time budgeted for community work but only 10% actually spent.
- Officers do community work on own time. System does not measure or reward this effort.
- Small budget ($200) for promotion of community crime prevention.
- Officer morale is poor because of high workload and loss of traditional community esteem.
- RCMP recruiting is inadequate -- governed by quotas on visible minorities rather than on quality.
- Residents no longer know the officers.

Justice System

- Community appears basically satisfied with RCMP. Main concern is with the justice system and its impact on the police.
- Insufficient time for police to properly investigate and prepare child abuse cases. Fly-in crown prosecutors don't have time to coordinate cases with police or interview victims. This results in frequent stays and dismissals.

- Justice system seen as favoring offenders:
  - Poor conviction rate generally;
  - Sentencing too soft;
  - Inadequate restitution;
  - Plea bargaining;
  - Inadequate deterrence leading to repeat offenders.
- Concerns with Young Offender Act -- has no teeth. Youth have lost respect for authority. Repeat offenders are taxing court and police time.
- Circuit judges are not satisfactory. They are reluctant to deal with bylaws. Cases are thrown out over seemingly insignificant technicalities.
- Justice system seen as not serving natives effectively.

Funding/Financing

- Rapid escalation experienced in policing costs (municipal contract).
- Funding formula perceived as inequitable -- rural residents don't contribute their fair share.
- Federal government is perceived to be backing away from its responsibility to build a new detachment, even though the provincial side is as large as the municipal. Town is being pressured to build the facility.

SUGGESTED SOLUTIONS

Community Role

- Keep Crime Watch and other community organizations "grassroots". Retain autonomy and seek government funding.
- Bring responsibility for dealing with crime back to the individual. Use ideas from drunk driving awareness campaigns to work on social attitudes regarding crime and to foster individual responsibility and action.
- Encourage Citizens on Patrol, but watch out for potential "vigilantes".
- Community should reach out to new RCMP officers to help them adjust and integrate socially. Newspapers should do a profile on officers -- "Officer of the Month".

Police Role

- Officers should keep "side-arm" out of sight when dealing with the general public. Some find it intimidating. Not seen as necessary when doing public relations and crime prevention work.
- Institute longer officer postings. This will reduce costs for transferring officers and improve RCMP knowledge of, and involvement in, the community.

- Encourage more social interaction and involvement of officers in the community so residents get to know them as people and see them more as friends and helpers.
- Officers need to work more with youth (e.g., in schools) to reestablish respect for the RCMP.
- Make RCMP detachments more approachable to encourage residents to drop in. RCMP should enhance public relations (e.g., "open house", auction a cell for the night).

Justice System

- Need two-way mirror and videotaped evidence to help children testify in court so they will not be as intimidated (will result in better evidence and a greater conviction rate).
- Consider greater role for local justices of the peace who know the community and the most appropriate sentencing. Use more local magistrates and prosecutors.
- Institute tougher penalties and make them stick.
- Establish Justice Committees for non-natives and adults.

INNOVATIVE RESPONSES

- RCMP are working with ALPAC to prevent problems from construction workers in town. ALPAC is providing an office on site.
- Rural Crime Watch purchased a computerized phone fan-out system for the detachment to use.
- A satellite office (paid for by federal government) is being planned for Calling Lake to address the high crime rate, poor response time and low police presence.
- Crime Watches are being used as a vehicle for other programs (e.g., Operation Identification, Report A Poacher).

BONNYVILLE

COMMUNITY CHARACTERISTICS

- Crime:
    - Specific concerns noted about theft (cars, bicycles); break and enter (homes, garages, businesses); drinking and driving; shoplifting; vandalism; child abuse and family violence (increased reporting rather than increased incidence);
    - Problems in town as well as rural cottages;
    - Merchants concerned about youth (shoplifting, loitering) -- high schools close to downtown with significant numbers at junior high school level;
    - Growing social disturbances in neighborhoods -- parties, groups of loiterers.
- Economic hard times may be contributing to family violence and theft.
- High youth drop-out rate leads to problems (drinking, vandalism, break and enter).

POLICING APPROACH

- Not a post detachment (i.e., provincial and municipal forces are not mixed). One native constable.
- Community involvement:
    - Auxiliary Constables (three);
    - Some Crime Watch and Block Parents (not very active in Bonnyville and other communities in the area);
    - Bylaw Enforcement Officers (two);
    - RCMP Ride Along;
    - No Special Constables;
    - No volunteer probation officers;
    - Did a survey of residents regarding policing issues;
    - Have a Police Commission (municipal). Commission deals with significant issues, and residents can be involved. Don't need greater control over RCMP -- police should be independent of political influence;
    - Have a Community Advisory Committee (includes Victim Services). The CAC covers the whole detachment with representatives from town, rural area and native communities in the detachment.
- RCMP liaison officer has been assigned to each school.
- Some officers are involved socially in the community.
- Good response to family violence from RCMP -- effective interventions by police. Good cooperation perceived generally between RCMP and community agencies.
- Town has a curfew for youth.

POLICING ISSUES

Community Role

- Residents perceived as not being interested in policing (somewhat apathetic). Sense of community spirit has been lost.
- Residents not reporting crimes as much as they could. Reluctant to get involved due to time commitment and costs, or because the offender receives no punishment. Some also fear being victimized by the offender. Also, crime not seen as "rampant" -- residents basically satisfied with policing (results from a recent community survey) and not raising concerns or complaints.
- Merchants are frustrated. Vigilantism is just under the surface. Risk that some may take law into own hands when they apprehend an offender.
- Residents may not be aware that they can have a role in policing and justice matters.
- Few volunteers coming forward. Need more so don't have to depend on a few (burnout). Also need to coordinate better between agencies to apply volunteers more effectively.
- Lack of constructive activities for youth. Lack of parental responsibility is part of the problem.
- Lack of programming for repeat young offenders or kids at risk of falling into crime -- being missed by mainstream programming.

Police Role and Resources

- Cutbacks (1987) affected level of service.
- Workloads are high -- hampers prevention efforts (e.g., officer assigned to Block Parents often busy -- not giving the necessary support).
- Need more clerical support but town can't afford it.
- Many officers stay aloof and don't integrate socially.
- Police liaison with the media is limited -- sometimes hard to get information.
- Need more accountability of RCMP to community (St. Paul).
- Very little active problem-solving being done to develop strategies to deal with crime.

Justice System

- Excessive paperwork (e.g., two hours on an impaired driving charge -- double the time it used to take). Lots of time spent in court preparation.
- Justice system not tough enough on young offenders. Young Offenders Act "a joke" -- can't touch kids under 12 years.

- Offenders seen as getting off on technicalities. No punishment when convicted. Offender rights stronger than individual rights.
- Hard to get offenders to comply with community service orders. Costs more to supervise them than it's worth.
- Community concerns not being considered when early release decisions are being made by parole board.
- Concerns that membership on a Youth Justice Committee may be very time consuming with no form of compensation -- may hamper efforts to keep one going. May not work as well in white communities -- less respect for elders and difficult to find role models that youth and parents would respect.

Funding/Financing

- Costs to town have gone up with inflation in per-officer charge and change in the share paid by the town (72% from 50%). Taking a larger share of the operating budget than before. Policing costs do not appear to have caused cutbacks in other programs yet, but the limit has been reached -- raise taxes or cut services.
- Cold Lake (new contract) -- had to raise taxes and cut other services. Did not get improved police service -- detachment still in Grand Centre.
- Funding formula perceived as inequitable. Rural residents pay nothing despite a healthy tax base (acreages, cottages). Also, rural municipality gets fine revenues. Formula no longer appropriate for 1990's situation.
- Non-resident population (natives, cottages) placing demands on town resources. Cost-sharing agreements with rural municipalities not always practical.

SUGGESTED SOLUTIONS

Community Role

- Community could do more to reach out and welcome new officers.
- More could be done to deal with social problems that often lead to crime.
- Need earlier intervention with youth. More effort in the home and in school to teach basic values.
- Could do more publicity and volunteer recruitment to improve sense of community spirit.
- Need to get more volunteer involvement generally. May have to get "seed money" into the system to activate community development and organizational efforts -- not necessarily RCMP's job.
- Residents need to take more responsibility to report and to lay charges.

- Community Advisory Committees should consist of ordinary citizens (as opposed to government and agency representatives) providing input into policing priorities.

Police Role and Resources

- Prefer the "RCMP package" rather than building up a larger municipal policing service. Nobody wants a provincial police force either.
- More emphasis on prevention would be desirable. Help develop preventive programs like Crime Watch and Block Parents.
- More public relations by the RCMP.
- Officers should be involved socially as well as on committees. Residents will be more willing to report crimes and cooperate with the police.
- Better feedback to community residents on crime rates -- many not aware of the extent of these problems.
- More accountability of RCMP to the community. Change the Police Act to hold RCMP answerable to the community.

Justice System

- Community needs more say in sentencing. Justice system should reflect community values. Need victim impact statements.
- Need restitution to be imposed. Need to have tough supervision of community service and fine options. Consider implementing offender "work gangs" -- lots of valuable public work could be done that the community has to pay for now.
- Need stronger sentences.
- Consider peers as part of Youth Justice Committees (peer counselling has been effective).

Funding/Financing

- Could have more Auxiliary police.
- A Bylaw Officer position could be used for some RCMP functions (e.g., serving subpoenas, court security).
- Rural residents should be assessed for policing services on same basis as municipal residents (levy on the assessment base).
- Federal government should compensate town for workloads related to native crime.
- Fine revenues generated in rural areas should be put in a "pot" and given back to municipalities who pay for policing.

INNOVATIVE RESPONSES

- NSF cheques -- RCMP investigation priority has been reduced. Merchants are networking names of NSF passers and some are posting names on signs in their stores.
- RCMP also have lowered priority on speeding and parking enforcement. Using Bylaw Officers more for these now.
- No problems with violence or abuse cases being stayed. Teamwork between RCMP and AF&SS -- a joint strategy has been worked out in both intervention and investigation.
- Community Advisory Committee not only used for input to RCMP -- also to work out strategies to deal with policing problems in the community. CAC has been merged with Victims Services and will deliver victim impact statements. Volunteers with Committee also assist police in other ways:
  - returning stolen property;
  - notifying next of kin (bereavement support);
  - drive people to crisis centre;
  - taking evidence -- collecting information from complainants after constable has made contact.
- Starting a Native Youth Justice Committee for Bonnyville, with plans to expand to the wider area (this despite feelings that sentencing has not been a significant problem -- judge and Crown prosecutor are from the area).

WHITECOURT

COMMUNITY CHARACTERISTICS

- Recession may be responsible for some of the crime.
- Vandalism and break and enter noted as a problem in rural and urban areas.
- Violations down in 1991. Fewer impaired driving offences by youth. The media public awareness and Check Stop Program seem to be working. Also, construction phase on ANC mill is complete and camps are closed -- fewer workers coming into town to party.
- Residents basically satisfied with policing. Good response to emergencies. No undercurrents of frustration or vigilantism.
- Traffic (speeding, reckless driving) and trespassing (skidoos, motorcycles, 4X4's) are main concerns in rural areas.

POLICING APPROACH

- Post detachment -- 10 municipal and two provincial officers.
- Officers quite involved socially in the community and sit on boards of local agencies (e.g., Women's Shelter). Good communication and relationship with local agencies. Officers sit regularly at Interagency and Crime Prevention Committee meetings. Officers give talks (e.g., family violence).
- An officer is assigned to each school.
- Take "peace keeping" approach when intervening in family disputes.
- Community Involvement:
    - Victims Assistance -- two debriefers work with RCMP (bereavement);
    - Crime Prevention Committee;
    - Operation Identification;
    - Crime Stoppers;
    - Auxiliary Police;
    - Block Parents;
    - Neighborhood Watch;
    - Rural Crime Watch (not active any more);
    - Safe Grad, Safe Halloween;
    - Bylaw Officers;
    - Planning to implement a Youth Justice Committee -- membership to be representative of the community;
    - Police Commission -- meets rarely.

POLICING ISSUES

Community Role

- Limited volunteer capacity in the community, particularly with women going back to work. May be difficult to get volunteers for Justice Committees, Probations, etc.
- Residents need to get more involved in helping the police. Residents not taking enough responsibility for reporting. They should be prepared to go to court.

Police Role and Resources

- Town cutting back one position and provincial side also losing one position -- may lose 24 hour coverage (sometime during the night). This is a concern for agencies dealing with night violence (e.g., Women's Shelter, hospital); also, response time will deteriorate during these hours.
- Insufficient patrol on highway passing through town. Whitecourt is in between the Mayerthorpe and Valleyview detachments. Town officers having to enforce speed limits and deal with accidents, reducing service in town.
- More officers need to be trained in intervening in family disputes -- only one has the training now.
- RCMP need to do more work with business community, but officers already stretched for time.
- Schools don't see police often enough because of time constraints.
- No interest in municipal police service to replace RCMP.
- Rural areas not getting much public awareness or crime prevention -- mainly see RCMP when they are responding to crime or patrolling the highway.
- Highways are a priority in the north. More miles per capita to enforce means a drain on resources.

Justice System

- Judges feel threatened -- not keen on community input into sentencing. Not accountable to the community for their judgments or the resources they tie up.
- Probations officer not from the community and doesn't know local values and services available.
- Judges not interested in enforcing bylaws. Justices of the peace were squeezed out when legal aid came in -- fewer guilty pleas (JP's only handle summary convictions).
- Concerned about practicality of Youth Justice Committee in a larger centre. High transient population and less sense of having well-defined community values. Not sure residents are willing to get so intimately involved in the affairs of their neighbors. May be

some backlash against Committee members. Also concerns about breaching anonymity provisions of the Young Offenders Act.

- Excessive paperwork because of court requirements.
- Significant time taken up with prisoner escort. Provincial CAPS delivers prisoners to Edson. Officer from Whitecourt has to go to Edson to pick up prisoner, bring to Whitecourt and take back for court appearance in Edson.
- Courts wasting significant resources (e.g., RCMP, social workers, expert witnesses, private citizens) because of poor scheduling, plea bargaining, stays, adjournments, etc. Significant overtime costs for RCMP called in to testify on their days off, particularly when they may not be needed.
- Justice system too lax and judges not sensitive to community expectations. People don't want to get involved because of the hassles of being in court.
- Community service work requires a lot of supervision -- offender often sits around or causes trouble.

Funding/Financing

- Costs of policing are high -- second only to transportation, and the fastest growing cost.
- Town doesn't get fine revenues generated by municipal officers patrolling the highway. Town not compensated for municipal officers patrolling the highway.
- Town had to put up new RCMP facility ($1.4 million). Facility has very high specifications -- considered too fancy by some (e.g., large recreation room even though a fitness centre is across the street). Town had no say in specifications -- RCMP and architect made decisions. Resulted in very large increase in costs because of debenture to finance construction. Rent for provincial officers doesn't cover their share of operating costs.
- Would be difficult to sell rural ratepayers that they should pay $300 per year for the policing services they currently get. Residents would expect improved service. Detachment boundaries don't line up with rural municipal boundaries so not sure how money collected would flow.
- Concerned about "dilution" of service by using Bylaw Officers in place of RCMP (e.g., moving violations).

SUGGESTED SOLUTIONS

Community Role

- Need to do more with Crime Stoppers.
- Need to do more work with youth to prevent crime.

- Should be a committee with more governing power over police, particularly if community is paying. Community needs strong advisory role in setting policing priorities.
- Provide areas where people can legally come to skidoo and drive 4X4's to reduce trespassing and damage on farmland.
- Put in a program to promote greater personal responsibility for crime -- like the drinking and driving campaign.
- Train people in how to make a citizen's arrest. People may not know that they can do it or how to do it.

Police Role and Resources

- Rural residents would like to see officers more -- higher visibility.
- Important for police to go into schools -- help lay the foundation regarding civic responsibility.

Justice System

- Batterers should be forced to enter treatment programs.
- Improve scheduling of court cases. Decide in advance who needs to be called in.
- Set up local lawyers to hear traffic cases like they do in Edmonton.
- Use more local judges like justices of the peace.
- Greater focus on restitution rather than jail.
- Peers could be members of Youth Justice Committees and get academic credits for participating.
- Consider two-tiered fine system -- less if you plead guilty, more if you plead not guilty and are found guilty. This would help reduce cases dragging through the courts because of legal aid.
- Bring back JP's -- would clean up a lot of the minor cases and better reflect community values.
- Set a deadline for Crown and defence to decide what charge will be taken to court and how the defendant will plead -- make certain that witnesses are not called in unless they will be needed.
- Community service work should be based on defined tasks, not on hours -- the offender would not be done until the job was completed. Community agencies could provide lists of jobs that the court could pick from.
- Use a camera system to catch speeders -- more efficient way to use police time in rural areas.

Funding/Financing

- Could increase taxes to add additional officers, but dedicate new positions to crime prevention.
- Bylaw Officers could be used for some duties (e.g., transporting prisoners, serving documents, seat belt enforcement).
- Consider beefing up the role of Auxiliary police. Define their role so as to limit risks. Community should have a role in selecting them to ensure they have good people skills (not just bullies).
- Province should cover escort costs or compensate municipalities with significant escort time.
- Funding formula should equalize the total costs paid by municipalities, including facility rents and maintenance. Some form of equity grant is needed.
- Standards for RCMP buildings should be reviewed.
- Rural residents should pay their share. ID has significant industrial assessment. Maybe rural residents should not pay quite as much because response will not be as fast.
- Fine revenue should go back to the municipality paying for the police.
- Institutions and businesses should consider paying towards security services to offset RCMP cutbacks.

INNOVATIVE RESPONSES

- An officer comes into the Women's Shelter when called to discuss with battered person details about pressing charges and related implications -- don't have problems afterwards with victims wanting to drop charges or refusing to testify. Police show discretion and tend to discuss laying of charges in calmer atmosphere.
- Crime Prevention Committee -- a group started seven years ago with main focus on family violence, but has been expanded to deal with other problems. Members include agency representatives and the public. The Committee is independent of the town and the RCMP (RCMP co-chairs) and gives advice at whatever level is appropriate. Takes a problem-solving approach -- looks for solutions to problems.
- Operation Identification will involve school children in the distribution of information on home security as part of their civic awareness class.

HIGH PRAIRIE

COMMUNITY CHARACTERISTICS

- Significant native population (70%) in the community as well as in the surrounding area (three reserves, three settlements). Non-resident crime noted as a concern -- most is alcohol-related.

POLICING APPROACH

- Post detachment -- six municipal and 12 provincial officers (including two native and two for highway patrol). Some discussion about moving away from post approach.
- Have assigned provincial officers to designated "zones". No municipal zones designated. Also have "workstations" in several of the rural communities -- not true satellite offices.
- Driftpile reserve has one Special Constable and one Auxiliary Constable (both from the reserve). Special Constable has significant authority (federal, provincial and local statutes) but not seen as a "ticket writer". Auxiliary Constable frequently gets out of the car to talk to residents -- helps settle disputes, calm situations down.
- Whitefish and Gift Lake have tribal police force (three Special Constables) -- formal protocol with RCMP.
- Community Involvement:
  - Auxiliary (three) -- used for weekend patrol, guard duty, public relations;
  - Police Committee (High Prairie) -- meets as required, mainly for liaison between RCMP and town;
  - Youth Justice Committee being considered for Whitefish Lake and Gift Lake (jointly) and High Prairie.

POLICING ISSUES

Community Role

- No problem-solving or planning with the Police Committee (High Prairie). RCMP accommodating when asked by the town to deal with a particular problem, but tend to do their own thing. Town doesn't get information to know how resources are being allocated to which priorities. Town has little control over police.
- Town has little ability to investigate the police. If community has problems with NCO, they can't do much about it.
- Citizens don't want to get involved in assisting the police. Don't want friction with neighbors. Lack of community spirit and civic mindedness.
- Some parents have a bad relationship with the RCMP and sour the attitude of their children against the police.

- Driftpile policed from Faust. No Community Advisory Committee has been set up -- only get statistics report once a month.
- Community Advisory Committees can only go so far -- can only advise police, can't direct them.
- Community doesn't reach out to new officers because of fear and mistrust that have developed.

Police Role and Resources

- Usually only see officers in the patrol car -- limited face-to-face contact between officers and residents (High Prairie). Residents see only the negative side -- don't see the human behind the uniform.
- Officers have very low profile in the community. Residents don't know them (names or faces). Detachment is a limited duration post -- lots of "rookies" with high turnover. Officers don't get to know the community -- become workaholics and don't get out socially. Some have negative perceptions coming in -- detachment known for high workload and violence against officers.
- Rural residents complaining that RCMP not visible enough. Patrol has been curtailed because of zoning of officers, increasing provincial workloads -- hard to get officers out of the office (paperwork) let alone out of the squad car.
- Hard to implement strict zone approach because of difficulties with shift scheduling.
- Concerns about response time. No support staff in detachment from 6pm to 7am -- calls routed to Peace River dispatcher who locates closest officer on the road to respond.
- Sometimes RCMP "rookies" feel they have to throw their weight around to look good. Style of some officers with natives creates unnecessary friction.
- Some concerns about harassment of natives -- discriminatory tactics used (e.g., waiting for natives coming out of the bars, stopping native cars -- don't do this to whites). Suspicion that incidents of police brutality covered up.
- Used to be a better relationship between RCMP and natives, but this has broken down. Officers keep to themselves and don't get involved the way they used to (e.g., sports, curling).
- Native officers (former native Special Constables) were supposed to be spending most of their time (85%) on reserves -- actually spending much less than this.
- Special Constables on the reserves (e.g., Driftpile Band Constable) have no jurisdiction on the highway and other roads that run through the community. Can't do anything to prevent speeding (danger to children crossing the highway). If they could get more authority for their constables, they would expand the service (e.g., hire another constable and buy their own radar equipment).

- Auxiliary Constable has no powers when not with a regular officer. Would like to be able to exercise some powers while alone in the community.
- Officers seen to lack expertise in child abuse investigations. Training is insufficient and no working relationship has been established between RCMP and Child Welfare worker.
- Lack of experts (e.g., child abuse, fraud, etc.) in smaller detachments -- have to be brought in from other service centres if available.
- No randomness in enforcement -- people get to know police patterns.
- Officers performing duties that could be done by Special Constables or Auxiliary. RCMP shouldn't be process servers.
- Officers very busy -- little time for prevention activities. Appear to discourage residents who come forward with ideas because RCMP don't have time to get involved.
- Lot of time taken up in travel -- large area to cover.

Justice System

- Court demands are significant -- paperwork preparing cases for court (e.g., impaired driving), court security, testifying, etc.
- Justice system favours offenders -- extra burden on police to get convictions. Lawyers are choking the system.

Funding/Financing

- Public not aware of the cost of policing.
- Municipal workload disproportionate to municipal detachment strength -- workload 65% but only 30% of officers paid for by town contract -- town getting almost three man-years extra from provincial side. Would prefer to split the force (i.e., separate provincial detachment) if the workload could be balanced, but town would lose service. Town needs two more officers -- only one has been approved.
- Rural residents contribute to policing through the levy against power and pipelines, but don't contribute anything out of their own pockets. Native communities don't contribute towards policing costs, except those setting up tribal police services.
- Town has no control over policing costs.
- RCMP not motivated to find efficiencies. RCMP used to have other staff levels (cheaper than regular officers). Municipalities have little ability to influence RCMP staffing.
- RCMP threatened by moves to replace officers with Special Constables.
- Concern that if native communities set up own police forces, provincial RCMP detachments will disappear, hurting municipalities that benefit from post detachments.

- Reserves don't get the fine revenues generated by their Special Constable or by RCMP who stop speeders on the highway through the reserve -- not seen as fair.

SUGGESTED SOLUTIONS

Community Role

- Community needs to help socially integrate new RCMP officers.
- Community needs to have more input into policing priorities. Need to be made aware of what the police are doing so they can properly advise.
- Communities have a role in responding to crime (e.g., Citizens on Patrol). Some consciousness raising is required to get residents more involved. Make sure regulations and policy don't stand in the way of volunteers signing up to help. Need to screen volunteers -- watch for those who have been victimized and may become vigilantes.
- Need for an independent mechanism to investigate complaints against the RCMP.

Police Role and Resources

- Town wants a more preventive, problem-solving focus.
- Natives prefer police to be a peace keeper and problem-solver, not a "rule enforcer". Can be role models by their words and actions.
- Natives can police in their home communities as long as they don't "power trip".
- Native communities can police themselves. Band Constables should be given full authority of a police officer in their own communities (e.g., for highway patrol). Set up a formal relationship (protocol) between Band Constables and RCMP.
- Not necessary for Band Constables to carry firearms on the reserve -- provincial transportation officers don't have firearms but can enforce highway and liquor statutes.
- Police need more direct contact with native children so kids can make up their own minds and develop a better attitude about the police.
- Officers should get more involved socially in the community and build a relationship based on trust rather than fear.
- Should be more face-to-face contact with residents and merchants -- walk the beat.

Justice System

- Youth Justice Committees -- feasible in non-native communities. Use teachers, coaches, etc. who have experience with and the respect of youth.
- Set up court in native communities -- good exposure of residents to the justice system, and court will be more sensitive if people are tried in their own communities.

Funding/Financing

- Could use more Auxiliary Constables stationed in each community -- give them a bigger role than they have now.
- Remove the quota on Auxiliaries so one area doesn't have to steal from another to get more (There are waiting lists in many detachments).
- Need to look at reallocating policing workload to lower-cost personnel where possible.
- Province should patrol the highway with its own force.
- Need a more equitable formula that takes unique community circumstances into consideration, but equity grants shouldn't be based on crime rate -- no incentive to reduce crime.
- Consider higher user fees (e.g., for liquor permits, firearm registration) to offset the true costs.

INNOVATIVE RESPONSES

- Whitefish Lake/Gift Lake Tribal Police -- a "first response" team. Paid for out of monies raised by the two communities. Set up as an agency -- three Band Constables with differing levels of authority. Governed by a joint Police Committee -- recognizes different priorities and bylaws in each community. Have formalized a working protocol with the RCMP setting out responsibilities. RCMP officer will be transferred from High Prairie detachment to live and work in the community. Has turned things around -- community is more peaceful because Band Constables can intervene earlier -- keep the peace. Eventual goal is a completely independent police force.
- Rural officers assigned to zones -- "zoned officer" does follow-up investigation regardless of who served the shift.
- Decisions have been made not to respond immediately to minor problems more than one hour away.
- Slave Lake looking at reducing costs by using more Special Constables (in place of regular officers). Duties to include delivering subpoenas, enforcing seat belt regulations.
- New contract in Slave Lake negotiated to ensure that the town, through the mayor, will have the authority to set annual goals for the RCMP.

GRANDE PRAIRIE

COMMUNITY CHARACTERISTICS

- Crime:
  - Relatively safe community generally;
  - Increasing incidence of sexual assault;
  - Lots of petty crime by youth;
  - Some non-resident crime (e.g., natives coming into Rycroft).

POLICING APPROACH

- Some foot patrol but no store-front offices, although space for officers to work could be made available by existing organizations.
- Police go into the schools. NCO sits on board of Native Friendship Centre.
- Officers have a high profile. Many are well known. RCMP quite approachable. Community very supportive.
- RCMP viewed as progressive. Good relationship with community agencies (e.g., AADAC, AF&SS).
- Community Involvement:
  - Victims Services Program;
  - Traffic Watch (as opposed to Citizens on Patrol);
  - Youth Drop-in Centre;
  - Police Committee of Council -- has residents as members;
  - Community Advisory Committee -- one of the early pilot projects. Committee was to set goals for policing;
  - Safer Cities Committee -- new initiative. No decision on relationship with CAC.
- Team approach now between Child Welfare workers and RCMP.

POLICING ISSUES

Community Role

- People don't care about policing until they have been victimized. Don't want to get involved -- justice system seen as being ineffective, and some fears of reprisal from offenders. Loss of respect generally for police and courts.
- There are people in the community interested and concerned about policing who can and would get involved, but they are not adequately organized.
- Mixed view on whether or not the public and politicians are becoming aware of the need for a shift in priorities away from public works and towards social programs.

- Police Committees don't hold much sway over the RCMP. Community Advisory Committees are being imposed by the RCMP without discussion or consideration of existing Police Committees -- overlapping mandates.
- Rural communities have little input into RCMP priorities -- Community Advisory Committees are mainly set up in larger, more populated areas.
- Lack of community programming on family violence prevention -- problems end up in RCMP workload. Lack of treatment for victims and offenders.
- No community programs for young offender as alternative to jail -- no follow-up when they are turned back to the community.

Police Role and Resources

- Lack of specialists (e.g., child abuse investigation). Some poor work noted out of provincial detachments -- harder to get training to them or get them to the training.
- Small detachments provide inadequate coverage.
- Many officers have difficulty getting into the fabric of the community -- isolated, short posting, discouraged from becoming too familiar. Clique sub-culture hard to break.
- Native cross-cultural training of RCMP inadequate. Also need training in family violence intervention.
- Native communities concerned about cases of police brutality and harassment -- some officers (minority) are bad. People afraid to complain or lay charges against the police.
- RCMP don't keep in touch with the bands -- just giving crime statistics, not staying to discuss problems and how they can be prevented.
- Lack of coordination between various authorities patrolling the highways.

Justice System

- Crown "abuses" victims (children) by not using available technologies (e.g., screens in court). Crown needs more time to prepare cases -- sometimes doesn't meet victim or witnesses. Crown often less effective than defence lawyers -- hard to get convictions, or results in plea bargaining (child abuse and other offences). A lot of community outrage over the outcome.
- Victims not involved in court proceedings (e.g., not asked about plea bargaining, not asked for impact statement).
- Justice system bogged down -- frustrates police work and wastes their time. Backlogs lead to reduced conviction rate (e.g., witnesses forget, Crown attorneys haven't had adequate time to prepare).
- People offend deliberately in autumn so they have a warm place to stay for the winter.

- Young Offenders Act contributing to police costs (i.e., no deterrence for repeat offenders).
- Administrative workload has increased because the whole justice system is more complicated than it used to be.
- Judges don't award restitution.
- Justices of the peace squeezed out because of increasingly complex laws which led to policy changes (e.g., lawyer training required).
- Can't enforce community service. Communities not interested -- too expensive to supervise.
- Community (residents and businesses) becoming frustrated with youth crime -- some risk of vigilantism if not channeled in a positive way.
- Youth Justice Committees harder to implement in larger communities. Have to watch out for bullies and busy-bodies. Also, large communities are a mosaic of cultures and values.
- Judiciary is resistant to Justice Committees.
- Native prisoners held over the weekend in Valleyview jail -- should be moved to Peace River. Also, prisoners jailed in Peace River have to hitch-hike home after being released -- used to be given a bus pass.

Funding/Financing

- Concern about diluting the force with more Bylaw Enforcement Officers and Special Constables hired by the city -- hard to establish teamwork.

SUGGESTED SOLUTIONS

Community Role

- Crime prevention must be community-driven, not agency-driven. Agency representatives don't have latitude to comment, criticize or commit on behalf of their agencies.
- May need a paid position to get crime prevention going at the community level. City government has to be the catalyst for Safer Cities (i.e., RCMP just a resource, not the initiator). RCMP shouldn't be burdened with volunteer recruitment -- this is a community responsibility.
- Need to target programming better to reach marginal residents at risk of falling into crime.
- People need to report more crimes (e.g., impaired drivers). More awareness needed (i.e., sense of civic duty).
- Need independent mechanism to investigate complaints against the RCMP. Existing complaint review mechanism should be better publicized.

- Community Advisory Committees should be made up of citizens only. CAC's shouldn't "dictate", but should have independent way to complain to K Division if NCO is not cooperating with CAC.

Police Role and Resources

- Need to improve training of officers in investigating child abuse.
- Police work in the schools is important because criminal disposition starts early.
- Prevention should be increased, possibly at the expense of enforcement.
- Stay with RCMP rather than go to a municipal police service. RCMP more cost effective -- independence and better standards. Stay away from mixed police services.
- NCO has to take an interest in the social integration of new officers. Longer postings are essential to improving effectiveness as well as job satisfaction.
- Community wants a "peace keeper" rather than law enforcer, provided friendships do not influence officer's decisions.
- Youth need to get to know officers on an informal or social basis (e.g., recreation programs, drop-in centres).
- Native communities want authority for Band Constables to enforce laws on the roads through their reserves.
- Native communities want more native officers in the RCMP. Better if they are from another band or area. Native officers would be good role models for native youth, and would also help non-natives see natives in a positive light.
- Native communities want less laying of charges -- prefer to talk it out and work out problems by getting elders involved. Officers would be more respected by native people and would also spend less time in court and on court-related paperwork.

Justice System

- Magistrates shouldn't be allowed to stay or adjourn -- should not allow defence lawyers to abuse the system.
- Justice system should make it less onerous for citizens to report crime and become involved.
- Need for sentencing alternatives in juvenile court.
- Young offenders and their parents should be named to improve deterrence.
- Stiffer sentences needed to improve deterrence.
- Mixed support for offender work camps.
- Judge could easily consult with committees of elders -- most communities have them already, so no need to start Youth Justice Committees in many cases.

- Need funding for translation services for natives involved with the law.

Funding/Financing

- More could be done by volunteers to reduce the RCMP workload;
- A fine surcharge would help to put money into social development and crime prevention programs. Should be a victim fine surcharge on all crimes, not just criminal code offences (some provinces do -- $3 million potential revenue).
- May not need significant new money for crime prevention. Community should consider reallocating funds away from buildings and public works towards social development initiatives (e.g., education, literacy, job skills, life skills) that would reduce crime -- 1% or 2% reallocation would go a long way.

INNOVATIVE RESPONSES

- Grande Prairie has started a Safer Cities Committee that looks at crime as a phenomenon. Committee has a problem-solving orientation with a strong focus on prevention (e.g., family violence initiatives). Committee will attempt to mobilize the frustration of residents into positive action.
- Youth Drop-in Centre has been effective in reducing youth crime.
- AADAC Northern Addictions Centre has a detox program -- don't have to hold people in police drunk tank anymore.
- Detachment is involved in a pilot project to cut costs. Project will look at a flatter organization structure -- greater delegation to front lines to reduce internal paperwork. Detachment will be autonomous from Peace River subdivision -- report directly to Edmonton. Other procedural efficiencies will be investigated (e.g., not issuing warrants for minor offences to out-of-town offenders, having residents come in to report minor traffic accidents). The time and money freed up are intended for prevention (e.g., Victims Assistance, volunteer recruitment).
- Victims Assistance Program -- almost everything they do using volunteers was once done by officers (e.g., notifying next of kin, bereavement support and referral, court orientation, break and enter prevention information). Coordinator position funded by the city and neighboring municipalities (per capita) -- a regional program. Program is administered by a community board, not RCMP. Have recruited about 100 volunteers.

GRIMSHAW

COMMUNITY CHARACTERISTICS

- Peaceful and laid-back community.
- Small, close-knit community. Less problems with poverty, transients and breakdown of family and moral values.
- Crime:
  - Relatively low crime rate;
  - Youth crime problem starting to emerge (e.g., vandalism, theft, break and enter, sexual assault);
  - Economy may be adding to crime rate.

POLICING APPROACH

- Post detachment -- three municipal and two provincial officers. Highway patrol from Peace River.
- RCMP do some bylaw enforcement (e.g., noise bylaw).
- RCMP have high visibility. Officers live in town.
- Officers going into the schools.
- Community Involvement:
  - Volunteer probations;
  - Citizens on Patrol;
  - Auxiliary Police;
  - Victims Assistance;
  - Crime Watch;
  - No Community Advisory Committee yet -- being considered. Probably will look at wider social issues rather than strictly policing issues. Will probably be grassroots -- no elected officials;
  - No formal Police Committee;
  - No Bylaw Enforcement Officer.
- Duncan Band interested in Bylaw Enforcement Officer. Also looking into tribal police force (independent, full police powers) as part of Treaty 8 group of bands.

POLICING ISSUES

Community Role

- Community very frustrated with justice system -- more hassles and cost than it's worth to get involved in helping the police. The Charter of Rights has struck down alternative ways of giving evidence (e.g., audio, video).

- Hard to get new volunteers -- same ones involved in everything (burned out).
- Residents happy with police. Haven't wanted a mechanism for more control or input. RCMP sit on Interagency Committee -- this satisfies the requirement for a "Community Advisory Committee", but a separate CAC being imposed by Ottawa.
- Crime problems start with the family -- discipline and values have been lost.

Police Role and Resources

- Police work very hard. Working with inadequate equipment and insufficient staffing. Building seen as barely adequate.
- RCMP don't see great need for volunteer assistance.

Justice System

- Defence lawyers seen as abusing Legal Aid -- deliberately drawing out cases to get adjournments or dismissals. People don't plead guilty anymore. Judges can't do anything about it. System more complex now because of Young Offenders Act, Charter of Rights, Stinchcombe (full disclosure).
- Judges not answerable to anyone for the costs.
- Court coordinators are in place but they can't force the defence counsel into a date that is necessarily convenient for the RCMP.
- Major new responsibilities added to RCMP workload by the courts. Court security adds 2-3 days/month. No problems with escort -- short distance to Peace River.
- Crown won't prosecute bylaw offenders. Town has to hire own lawyer -- cost is more than the fine. Residents know this and plead not guilty -- dare the town to prosecute.
- Criminals are being served, not the victims. Victims seeking restitution get the runaround. Judges don't often impose restitution. Even where it is given, it cannot be enforced. Probation officers can't always supervise so offender can refuse to cooperate -- becomes a civil matter then.
- Young Offenders Act inadequate in dealing with small group of repeat offenders. Used to be dealt with informally by the community. They are clogging up the system and causing a lot of police overtime in court.
- Fine option works for 80%, but not for the rest. Community doesn't want to deal with the other 20% -- they are too troublesome and time consuming to supervise.
- Probation officer doesn't have the time to scout for good community service work. Jobs aren't particularly meaningful -- do nothing for the offender's self esteem. Lack of transportation to get offenders out to the projects.
- Natives like RCMP around to intervene, but are less interested in following through with charges -- hard to gather evidence or get them to testify sometimes.

Funding/Financing

- Most residents unaware of policing costs. Costs are a concern to council because of the high growth rate.
- Funding formula is inequitable, both between rural and urban communities (i.e., rural residents don't pay) and among urban centres (different police mills).
- Concerns over allocation of fine revenues.
- RCMP seen as resistant to moves by municipalities to bring in Special Constables. Officers don't always work well with Special Constables -- depends on the NCO and his approach to teamwork.
- Town concerned about cost to put up new facility. Town specification for new facility at $450,000; RCMP specification at $1.2 million.
- Town pays for three but gets more than three man-years of time -- officers from the rural detachment are often required to police the municipality instead of restricting themselves to rural areas.

SUGGESTED SOLUTIONS

Community Role

- Safe communities are populated with good people who take an interest in their youth.
- Residents should be prepared to lay charges and go to court -- to "pay the personal price".
- Town should consider some funding for Citizens on Patrol (minimal: $500 - $1,000) to offset costs (e.g., gasoline) and help with volunteer recruitment, but should be governed independently.
- Need to change social values around crime and apply peer pressure so that being in trouble with the law is something to be ashamed of rather than proud of. Need for it to be "cool" to volunteer, to stay out of jail.
- Need support groups for kids.
- Use community volunteers to work with youth rather than running through an agency or church group. Target youth themselves as volunteers -- ask them and they participate.
- Need independent body to investigate complaints against police -- being looked into, but not being actively pushed.

Police Role and Resources

- Town council wants more visibility, more face-to-face interaction than they have been getting.
- Residents want more face-to-face contact with RCMP.

Justice System

- Need custody and heavy rehabilitation programming for "hard core" repeat young offenders.
- Self-esteem courses should be mandatory for repeat offenders.
- Need a "Correctional Officer" to supervise community service work assigned to the more troublesome young offenders. More thought and planning needed in the kinds of activities assigned to these offenders. Maybe they should be assigned to regional public works projects (new, interesting, meaningful). Nice to be able to "bank" the time so it could be used when a good job comes up. Need to set up work camps like a "boot camp" or militia -- very strict and regimented. Offenders should learn trades as part of the service work.
- Victims should have a role in sentencing.
- Consider the native concept of reconciliation between offender and victim, rather than punishment.
- Natives need own court system for all offenders on their land.
- Need more Crown prosecutors. Would get better preparation (e.g., interview witnesses, determine if case should go to court, determine if more evidence required) -- would result in fewer cases thrown out, higher conviction rate and better use of witnesses and RCMP time.
- Court schedule should have important cases with witnesses right at the beginning so citizens don't have to wait until the very end (with possible adjournment).
- Legal Aid system should be changed. Lawyers should get same money whether defendant pleads guilty or goes to trial (like Ontario). Possible to establish Public Defender (like Saskatchewan) to defend those who can't afford a lawyer.
- In the U.S. a process has been implemented to get away from plea bargaining in court. The prosecutor and defence agree by a given deadline what the charge will be and how the defendant will plead (i.e., no plea bargaining after the fact or changing to guilty plea and wasting time of witnesses). This is being looked into but may be prevented by the Canadian Charter of Rights and Freedoms.
- May be able to use trained paraprofessionals to do follow-up investigation work, but RCMP would still have to appear in court.
- Red Serge dress should not be mandatory for Queen's Bench.
- Could hire security guards attached to the court (i.e., part of CAPS) in place of RCMP.
- Judges should be more accountable to the community.

Funding/Financing

- Levying rural municipalities would allow more funding into Solicitor General for policing grants.
- Should increase fines to help offset the costs of policing (i.e., "user pay").
- Possible to use lower-cost personnel to assist the RCMP (e.g., uniformed night watchmen to assist in patrolling the business district, Special Constables, Bylaw Enforcement Officers).
- Communities without Bylaw Officers or Special Constables could potentially cost-share positions -- this has been done before.
- Assess rural residents for policing -- maybe less because they can't expect the same level of service.

INNOVATIVE RESPONSES

- Citizens on Patrol started because RCMP couldn't keep on top of vandalism and reckless driving in the residential areas. Berwyn program had 40 volunteers at one time (waxes and wanes according to the need) -- recognized as a model program. Grimshaw program totally independent of RCMP. Has been very effective in toning these problems down. Kids don't move elsewhere to carry on -- they just don't get out of hand when someone they know is watching them. Residents observe, take licence numbers, lay charges. Don't patrol on foot or get out of the car. Rarely need to call RCMP.
- Breaking the chain -- high school students get exposure to courts as part of the curriculum. This is a local pilot initiative started by the interagency group.
- Berwyn (provincial detachment) not getting coverage they want and are thinking of supplementing police resources.
- In Peace River, the Bylaw Enforcement Officer prosecutes bylaw offenders so town doesn't have to hire a lawyer (response to concern by Grimshaw). Solicitor General has courses to train Bylaw Officers and Special Constables so they could prosecute. Training also available through Bylaw Officers Association and Special Constables Association.
- Solicitor General (High Level) has a "bush camp" housed in a trailer camp where offenders do major public works (e.g., building or maintaining camp sites). Offenders have a sense of pride in the projects they complete. Same could be applied to young offenders instead of closed custody.

HIGH LEVEL

COMMUNITY CHARACTERISTICS

- Variety of communities -- old farming areas (Fort Vermilion, La Crete), transient resource-based (Rainbow Lake); mixed service (High Level).
- Crime (High Level):
  - Relatively peaceful;
  - Most crime is alcohol related (drunk in public, break and enter, vandalism, impaired driving, family violence). Significant number of repeat offenders. Stolen goods often "fenced" to buy alcohol or drugs;
  - Increase in crimes against businesses (break and enter, shoplifting). Bad economy partly responsible;
  - Large transient population;
  - Significant number of single-parent and two working parent families -- latchkey kids;
  - High non-resident crime rate. Town is a "meeting place", especially for natives from surrounding area.
- Rural crime mainly vandalism. Also have high non-resident crime in the hamlets.
- Significant problem with youth crime in La Crete (drinking, vandalism, reckless driving). 60% of residents are 19 or under. Liquor is relatively new phenomenon with Mennonites -- community hasn't learned to deal with it yet.

POLICING APPROACH

- Post detachment -- six municipal, five provincial officers (two native, although one vacant).
- Native officers follow old "3B" mandate (i.e., prevention focus, 80% on-reserve). Native constable assigned to Paddle Prairie (office on the reserve) and to work in the schools -- try to keep him out of investigations. Paddle Prairie residents have good relationship with the native constable. Many bands talking about setting up tribal police services.
- Detachment seen as a good posting despite being isolated -- low turnover rate.
- RCMP not seen as "picking on" native people.
- Community Involvement:
  - Police Committee;
  - Auxiliary Constables;
  - No Community Advisory Committee going yet;
  - No Citizens on Patrol;
  - No Victims Services -- interested;
  - Looking into starting a Youth Justice Committee (Dene Tha Band);
  - Rural Crime Watch (not very active).

POLICING ISSUES

Community Role

- Lack of services and programs for youth. No treatment for repeat offenders.
- Citizens have accepted high crime rate as normal -- seem resigned to it. Large transient population -- tend not to get involved in or take ownership of community problems. White population doesn't see native crime as their problem.
- No time to set up Community Advisory Committee yet (Peace River subdivision has a crime prevention coordinator to work with detachments to get CAC's going). Don't feel more "control" over RCMP needed -- good input through Police Committee. Residents appear satisfied -- don't complain about RCMP.
- May be tough to get volunteers for a Youth Justice Committee.
- Older generation in La Crete resistant to outside interference. Hard on any new professionals coming into the community. Don't support RCMP coming in, local Citizens on Patrol, Crime Watch. Undermine policing efforts and encourage kids to do likewise -- total disrespect for RCMP. Police are frustrated -- long way to go and often nothing they can do when they get there. Residents actually afraid to take any action because of potential retribution by the youth. Kids openly challenge and harass adults. (Contrast to situation in Fort Vermilion where RCMP are active in the community (e.g., coaching) and have a good relationship with youth -- kids will apply peer pressure or ostracize bad actors).
- Some rural residents reluctant to start Community Advisory Committee or fire up Rural Crime Watch -- concerned about harassment from neighbors. Most residents pretty satisfied with RCMP and don't see a great need for a CAC.
- Little discussion between town and native bands to work on joint solutions to the non-resident native crime problem in town. Poor communication, busy schedules -- hard to set up meetings or get committees going. Native communities sensitive that non-resident "problem" being used to access funds for policing -- natives not being taken into discussions on solutions.
- Community doesn't reach out to RCMP. Officers also tend to isolate themselves.

Police Role and Resources

- Huge workload related to alcohol offences not counted in RCMP caseload (criminal statistics) -- workload understated. Charging for alcohol offences not seen as a good solution anyway.
- Lot of time taken up with paperwork.
- Auditing is very onerous (being looked into by K Division).

- RCMP would like to do more public relations and prevention, but haven't the time.
- Lots of volunteer interest in Auxiliary Constable Program, but no time to train them properly -- not being used to fullest potential.
- Rural force too small (three) for the territory. Can't cover 24 hours. Often have to send two officers, limiting coverage of other areas.
- Native residents fear the police -- see them as coming in to take someone away. Didn't used to be that way.

Justice System

- Frustration with light sentences given. Judges not always aware of community desires.
- The courts are totally bogged down.
- Perceptions that sexual abuse not being dealt with properly -- courts referring offenders to the church but church doesn't always deal with it.
- Poor enforcement of fine options by probation officers. Municipality no longer being asked to take offenders who chose community service as a fine option -- untapped market exists for community service.
- Judges interested in Youth Justice Committees but have concerns -- want elders to be "endorsed" as a non-political body. Perpetuating a narrow view towards native communities.
- Escorting prisoners takes two man-days each week -- meet Peace River provost half way to swap prisoners.

Funding/Financing

- Town feels it's unfair that residents should bear so much of the costs for policing related to non-resident crime. The current formula doesn't recognize special circumstances (e.g., high crime rate, large distances to cover). The per capita police grant doesn't make sense -- treats high and low crime areas the same.
- ID looked into Bylaw Officer or Special Constable but felt they wouldn't serve the purpose desired (as well as the RCMP currently do).
- Town not sure Special Constables would be any cheaper, considering training, equipment and facility costs.

SUGGESTED SOLUTIONS

Community Role

- Open liquor outlets on the reserves so natives don't have to come into town just to buy liquor (i.e., move the drinking problem back to the "home communities".

- Need a detox centre in the area (proposal underway), possibly as part of a local remand centre. Would be an important prevention measure -- detox would be first step to recovery. Also less pressure on RCMP -- would reduce number of charges, associated paperwork and supervision of prisoners.
- Need to address the deeper social issues that manifest themselves in alcohol abuse -- longer term prevention.
- Crime statistics should routinely capture origin of offender so this information could be shared between communities -- they would know exactly what their people are doing in other communities. More consultation needed between town and native communities to find solutions to joint problems.
- Community Advisory Committee could focus on crime prevention. Committee could have both town and band representatives to do some problem solving.
- Citizens have to be prepared to go to court. The "bad experience" excuse (waste of time, nothing happens anyway) is being overplayed -- not everyone has had such an experience, and even those who have would do it again.
- Community has to reach out to RCMP -- invite them to social functions.

Police Role and Resources

- Need better workload measures that account for non-criminal files (i.e., alcohol-related offences).
- Community would like to see officers more on a social level. Community involvement would generate a different view of the RCMP and result in greater support by residents.
- RCMP enforcement in rural areas could be more randomized.
- Need more awareness work in the schools.
- New officers should have no workload their first week on the job -- get around and meet people.
- Every community should have a police presence -- some space where officer can come and do paper work for a while -- officer should be visible and available.
- Need more cross-cultural training for officers -- refresher courses. Bands should actively help orient new officers.
- Not necessary to have more native officers -- attitude and approach is more important. Native communities want officers involved socially in the community.

Justice System

- Need cooperation from courts to recommend or order alcohol treatment for offenders.
- Community wants more input into sentencing.

- Youth Justice Committees would be able to take a more holistic view of what should be done with an offender. Should have some agency representatives because they have a better window on services available.
- Experience in Wabasca with Youth Justice Committee helped to reestablish the role of the elder. Judge has been very compliant with their recommendations. Youth have been very responsive. Committee has been just as severe with parents and the schools -- everyone is held accountable. Planning to move age limit up to 25.
- Youth Justice Committees could be implemented in white communities -- key is finding members that youth will respect (not necessarily teachers).
- Restitution and fine options are a good idea, but need better enforcement by probations.
- Agencies could offer community service jobs and the Youth Justice Committee could allocate them.
- Need Alternative Measures Program for first time offenders. Need to decriminalize many offences. Possibly through justice of the peace or tribunal of elders.
- Need a Victim Reconciliation Program where offenders (whether non-resident or otherwise) would face their victims.
- Native Counselling Services could take over some of the legal aid work -- often work on behalf of offenders now. Could also get into Victims' Services.

Funding/Financing

- Funding formula should adjust for communities significantly above the norm. Some sliding scale should be considered. Rural residents should pay. Federal or provincial government should compensate communities for support service costs provided to natives.
- Native communities could have own police -- pick up their people in town and take them home (this is being done in The Pas, Manitoba).
- Residents don't have problems with Special Constables as opposed to RCMP. Have to set up formal protocols between RCMP and town law enforcement personnel. Perhaps best if they work directly out of the RCMP detachment.
- Could have Special Constables handle some duties (e.g., serving summonses and subpoenas, escorting prisoners, court security, and bylaw and traffic enforcement that aren't RCMP priorities). Person doing court security doesn't require RCMP training -- may not even need a revolver.
- Some merit in having a regional police force backed up by the RCMP -- possibly better coverage with a lower cost mix of resources.
- Auxiliary Constables could do more. Could go to Solicitor General Police College -- could then be used as "part time" Special Constables when needed.
- Communities could pay for uniforms for Auxiliaries -- no need to limit numbers arbitrarily.

- ID residents (some, not all) would be willing to pay more in property taxes, but would expect better service.

INNOVATIVE RESPONSES

- Have volunteer "security" at special functions -- act as informal early intervention with RCMP backup.
- ID will supply space in La Crete for a satellite office to be staffed out of the Fort Vermilion detachment (had to double the contribution to policing from Power & Pipeline assessment). Community needs a greater police presence to deal with the youth crime situation -- more to improve public relations and get more positive exposure with the community than to toughen enforcement. Would like to get officer to live there in order to get to know the community.
- RCMP save time now -- pour liquor out rather than keep as evidence, less investigation of NSF cheques. Officers have more leeway in laying charges.

FORT MCMURRAY

COMMUNITY CHARACTERISTICS

- Relatively affluent community.
- Many single parents and families with two working parents -- unsupervised youth.
- Many dysfunctional families and kids with emotional and behavioral problems.
- Crime:
    - High youth crime rate (33% of population 17 or under). Some youth quite aggressive -- open disrespect for authority, including RCMP. Some residents fear for their safety -- don't go out walking late in the evening. Range of crimes, many involve alcohol or drugs (e.g., wild parties, fights). Many repeat offenders;
    - Youth crime also an issue in native communities (e.g., Janvier);
    - Vandalism -- huge cost to school boards and businesses. Many very young kids (5-17 year olds) out in the middle of the night;
    - Some problems from workers in construction camps causing problems in the city;
    - Natives not seen as a major problem in the city.

POLICING APPROACH

- Not a post detachment -- ensures the rural area gets its share of service.
- Have functional specialization of officers (e.g., crime prevention, investigation) because of the size of the detachment.
- Most officers assigned to zones.
- No foot patrol or storefront offices in the city -- some of this being discussed.
- Officers assigned to each of the schools (School Resource Officer Program).
- Native officers serving pretty much in the 3B (prevention) role.
- Good response to emergencies.
- Community Involvement:
    - Bylaw Officers (six);
    - Auxiliary Constables (13) -- give talks, sit on boards, do crime prevention as well as assist in enforcement;
    - Victim Services -- return exhibits, do secondary notification (next of kin);
    - Block Parents;
    - Neighborhood Watch;
    - Park Watch;
    - Adopt a Park;
    - Police Committee;

  - No Community Advisory Committee yet in Fort McMurray. Setting CAC's up in Janvier, Gregoire Lake.

POLICING ISSUES

Community Role

- Residents don't appreciate the extent of crime problems such as youth vandalism. Residents not aware of what the policing priorities are.
- Justice system dissuades people from getting involved -- doesn't do any good.
- Residents not taking ownership, not reporting crimes. Fear retaliation if they report or testify against an offender. Playing "victim" role -- not yet angry enough to accept personal responsibility for doing something about crime. Starting to come around.
- Native communities want to take control of community services -- started with child welfare, moving into justice and policing.
- City has a youth curfew but not feasible to enforce it.

Police Role and Resources

- Community on both sides of river and spread out. Hard to get from A to B -- affects response time.
- Hard to do foot patrol -- community so spread out and high workloads.
- Detachment had 13 vacancies at one time (two now) -- limited post, high workloads (burnout), shift work, high turnover.
- RCMP so busy they sometimes don't have time to investigate (e.g., student vandalism at Keyano College). Not always following up on other complaints (nothing they can do). Officers doing paperwork in their cars. So tied up responding to calls, little time for self-initiated activities (e.g., bar walks, check stops). No time for prevention work.
- Hard to get regular attendance of RCMP at Janvier Police Committee.
- Police not getting into schools as often as they do in other centres.
- Hard for officers to get involved in community activities because of conflicting shifts. Officers are as busy as the busiest of community professionals -- voluntary overtime used up with paperwork, not community relations.
- RCMP hiring quotas based on national demographics that don't necessarily reflect the demographics of the areas they serve (i.e., 80% of officers are posted to western Canada; Ontario and Quebec have provincial police).

Justice System

- Justice system is the main problem behind high policing workloads -- full disclosure, lack of deterrence (repeat offenders). Repeat offenders taking up a lot of police time.

- Young Offenders Act -- youth feel above the law. No accountability for the damage they cause. Leads to repeat offences and high police workloads.
- Community frustrated with the courts -- soft sentences. Individual rights have gone too far to the detriment of society's rights.
- Community service is a farce -- no enforcement, therefore offenders don't work.
- Victims feel isolated from the process -- don't even get to read their own impact statement in some cases. Judges don't read them most of the time (depends on judge).
- Officers waste a lot of time in court -- often sit for several hours before being called to testify because schedule calls for them to show up at 8:30am or 1:00pm. RCMP not always advised if trial is postponed or stayed and show up for nothing.
- Youth Justice Committees -- concern about retaliation against Committee members.

Funding/Financing

- Cost trends are alarming. No incentive for RCMP to organize its resources economically. Municipalities charged $72,000 per officer regardless of level of experience. If majority of officers are "rookies", this is too high. Only other route available is for municipalities to hire Special Constables and second them to the RCMP.
- Still concerns that city police service could become "politicized" and unions could force costly (and unnecessary) measures like two-man squad cars.
- Concerns that having Special Constables may not be cheaper (salaries, equipment). Also concerns that public might perceive this as watering down the service, particularly if a lot of volunteers are brought into the system (e.g., Auxiliaries).
- Concerns that the city avoid the temptation to put in its own personnel and then expect them to become self-sufficient through fines.
- Higher costs in the north may cause detachments to cut corners (e.g., less patrol to cut fuel costs). Northern communities may be getting less service for their $72,000 per officer.

SUGGESTED SOLUTIONS

Community Role

- As part of Mayor's Task Force, may have to commit some funds for awareness and education to foster the process of activating the community.
- Janvier recognizes that they are accountable for their people and the problems they may cause in the city, but need more support to establish programs on the reserve. Actively looking to set up a Youth Development Centre for youth in trouble with the law -- an open custody facility where parents, elders and service providers work together (healing

centre). Believe that people should "serve time" in their own communities -- not cost-effective to send them away and bring them back.

- Media could help keep residents informed of policing issues and current priorities and initiatives.
- Citizens must get involved (e.g., Citizens on Patrol).
- Community Advisory Committees are tangible evidence that community is interested and involved. CAC's should have crime prevention and problem-solving focus.
- City wants more control over policing policies and priorities.

Police Role and Resources

- Need for a regional native police force with satellite offices in each community. Focus on crime prevention, with regular informal interaction (i.e., plain clothes) with residents.
- RCMP should spend more time in the schools to acquaint children with their roles as citizens and to show themselves as approachable -- generate a positive image of an important authority figure.
- Need more face-to-face contact, especially downtown. Should have foot patrol and a satellite office downtown and in Thickwood (higher crime areas). Should think about moving detachment downtown (present location on outskirts).
- Officers should park two blocks from where they have coffee and walk to and from coffee shop to increase visibility.
- Native communities need full-time police presence. Satellite offices on the reserves, including volunteers (e.g., Auxiliary).

Justice System

- Native Youth Justice Committees seen as very successful -- reduces repeat offences. For some youth, it is the first time they come in contact with people who care. Eliminates problems of having to deal with the system imposed by an outside culture. Seen as important to hold parents accountable. Good to combine with community service work. Seen as feasible for adults and non-natives.
- Youth Justice Committees could potentially be expanded to "lay courts" once they have been functioning well for some time (i.e., have credibility in eyes of judges).
- Courts have to take the initiative to implement a better scheduling system -- should be accountable for the resources tied up in court. Possibly some charge-back scheme should be implemented for RCMP time, or some statistics kept and reported on the police time used and wasted (K Division has done some analysis of officer court time).

Funding/Financing

- May be feasible to move Bylaw Officers (some) up to Special Constable status. Need task by task analysis to see how they could be used. Important to ensure the police stay independent in the eyes of the public -- no political influence.
- RCMP could delegate some functions -- court security, court detail (scheduling of trials), serving papers.
- Smaller communities should consider amalgamating protective services -- police, fire and ambulance. Opportunity for better economies of scale.
- Auxiliary Constables require more training before their responsibilities could be increased. Not appropriate for them to patrol on their own. Extremely valuable as second person to assist the regular officer (e.g., crowd and traffic control, taking evidence, writing tickets, etc.) a well as giving talks to groups. Could use more (large waiting list now to tap into -- need to open the quota) but all should get more training.

INNOVATIVE RESPONSES

- Keyano College security often does preliminary investigation (RCMP doesn't have time to investigate most problems) and hands material over to RCMP -- court doesn't care who did the investigation.
- Mayor's Task Force on Crime Prevention and Community Safety -- just started in order to deal with crime. Seen as a way to mobilize community ownership and action. Some initiatives include:
  - Hot line to report vandalism, suspicious activity;
  - Rewards for reporting;
  - TV information on preventing vandalism and break and enter;
  - Community conference on crime.
- Recently got a dog handler (regular officer) and dog -- seen as very effective and efficient way of dealing with "crowd" problems (e.g., bar fights). Also used in tracking missing children, suspects, and for going into schools to educate -- children like the dog.
- Court Detail -- civilian seconded to RCMP detachment to help schedule trials around officers' regular shifts -- reduces overtime. Also comes to court and assists with trial dates. (Other detachments have similar function, but perhaps not dedicated to the task except in larger detachments).
- Partners Program -- School Boards met with RCMP and Crown prosecutor to discuss actions around problem kids. Better enforcement now of programming ordered by the judge -- have to finish, not just enroll.
- City looking into costs and benefits of its own police service. Feels it's the only way to bring in lower cost personnel (i.e., "gofers" to do gofer jobs).

FORT CHIPEWYAN

The purpose of the visit to Fort Chipewyan was primarily to investigate the functioning of the Youth Justice Advisory Committee that has been operating in the community for the last two years.

COMMUNITY CHARACTERISTICS

- Almost entirely native.
- Bar recently opened -- seeing more alcohol-related crime.

POLICING APPROACH

- A provincial detachment -- five officers including one native officer -- still has 3B role (crime prevention, on reserves).
- Community Involvement:
    - No Community Advisory Committee -- use Youth Justice Advisory Committee;
    - School Liaison Program just started.

POLICING ISSUES

Community Role

- Life is too easy for kids now -- too much free time on their hands and nothing constructive to do. Not "cool" to volunteer. Need to turn this around.
- No way to influence the RCMP regarding approach or priorities.

Police Role and Resources

- Police seen more as enforcers. They don't mix or go to community functions.
- Posting (two years) is too short -- never get to know the community. Come here for the isolation pay -- come with a negative attitude. Community doesn't invite them out -- still some negative attitude towards whites left from the residential schools.
- Officers used to be involved in minor sports, curling -- not any more.
- Native officer is from the community -- feels a lot of stress policing in the community.
- Lots of paperwork for K Division and Statistics Canada -- hasn't improved despite talk about streamlining.
- Workloads too high to do crime prevention.
- Cross cultural training is inadequate -- many don't know what they're getting into.

Justice System

- Young Offenders Act too soft -- kids know how to work the system.
- Victims aren't involved in the Youth Justice Advisory Committee.
- Lot of time taken up related to court -- security, prisoner escort, serving papers.

SUGGESTED SOLUTIONS

Community Role

- Want a group home in the community for young offenders so they don't have to be sent away when sentenced to custody.
- Need the services to back up the Youth Justice Advisory Committee. Need Family Violence Program and addiction treatment services -- deal with social problems.
- Avoid turning Youth Justice Committees into "agencies" -- defeats the purpose because it then becomes someone else's job. May need to expand the Committee as workload grows -- add officers who can concentrate on follow-up monitoring. Best to have someone in the community who loves and cares for the kid to do the follow-up, not a probations officer -- keep it at the community level.

Police Role and Resources

- Police should live in the community, be part of it. See them as friends.
- NCO's should encourage officers to get involved in activities with the kids -- can turn their attitudes toward the police around.
- Peace keeper role desired. Police should go around on foot, pop in to houses just to talk. Didn't used to ride in cars.
- No need to have a gun to do the job.
- Residents relate better to the native officer, but attitude and approach are more important than color -- some whites have been very good.
- Police should enforce by community norms -- tolerances set by the community.
- Need more police in order to do more prevention.
- Officers should be screened before coming up to remote posts -- look for positive, outgoing people, preferably with families, and with some exposure to natives -- need to counteract the native stereotype many have.
- Should be more native officers in the force, or have a regional native force -- not municipal (political influence).

Justice System

- Eventually one of the elders in the community could preside over court as part of a native justice system. Working pretty well now -- don't want to move too fast.
- Need to get victims involved in the Youth Justice Committees. Should be an attempt at reconciliation and forgiveness.

INNOVATIVE RESPONSES

- Youth Justice Advisory Committee:
  - Members drawn to represent each of the four main groups in the area (Cree, Chipewyan, Metis and ID). Members report back to own groups. RCMP, probations officer and social worker sit only as advisory members. Other community representatives may also be called in if needed;
  - Meetings involve Committee members along with the offender and the offender's parents, grandparents or relatives -- whoever is responsible for the youth;
  - Kids' attitudes change -- see that people are taking an interest in them;
  - Committee puts pressure on the parents -- often recommend they get counselling as part of the solution;
  - Judge likes it because doesn't have to worry about precedents when sentencing -- accepts most Committee recommendations without modification. Committee recommendations go to judge one week before court;
  - Youth sometimes not charged. Cases sometimes diverted by RCMP directly to the Committee. If resolution is found, RCMP won't proceed with charges;
  - RCMP know Committee is a good resource. Have come to the Committee for advice on "problem kids" they fear may get into trouble. Committee contacts parents and puts pressure on them to act -- prevention approach;
  - Community members coming forward on their own looking for help with their kids or their families. This has been a fairly recent and unexpected development. Committee has begun to take on a life of its own outside the justice system -- a community resource;
  - Helps to be in a remote community. Have a "captive audience" -- people can't move away when they don't like the heat. Also, community knows the kids on probation or under curfew -- take them home or call their parents if they see them out;
  - Committee doesn't "dictate" the solution. They off[illegible]eas and talk and the parties come to a consensus;
  - Committee members put pressure on schools, on provincial services to take these families into their caseload if this is seen as an important part of the solution -- Committee is active in facilitating the solution;
  - Community took ownership of the problems -- not an RCMP or Crown problem. This process is the way such problems have traditionally been dealt with by small remote native communities. People want to say "we can't do anything about it", but something can be done if people decide to accept personal responsibility;

  - Committee members have to be strongly committed -- got a lot of resistance early on from the community before gaining trust and credibility. Have to deal with some uncooperative parents. Important for Committee members to lead exemplary life so parents can't undermine them. Important to make it clear that Committee is there to help them. Things improve as this message gets out on the street;
  - Committee members have to have time and flexibility to do Committee work during the day.

- RCMP no longer photocopy materials for defence lawyers -- send package over and Crown prosecutor's staff handle it.

APPENDIX B

SURVEY INSTRUMENT

SURVEY OF POLICING ISSUES IN NORTHERN ALBERTA

SURVEY INSTRUCTIONS:

The Northern Alberta Development Council (NADC) is studying policing services in the north. As part of this study, a survey is being distributed to individuals such as yourself who are knowledgeable about policing issues that affect their communities. The enclosed survey is intended to find out the extent to which communities in northern Alberta are experiencing policing difficulties, what these communities expect of their police, and what they are doing to work with the police to address local concerns.

Since there will be only a few surveys sent to each community, every response is critical if we are to hear from each community in the north.

Please be assured that your responses will be kept completely confidential. The information you provide will be merged with that received from other communities, and will not be attributed to specific individuals. Each survey is numbered so that we can keep track of those received from each community and conduct follow-up telephone interviews where necessary to clarify any questions we may have about your return.

We would appreciate receiving your response on or before **Friday, April 17, 1992**. A stamped envelope has been enclosed for your use.

Please contact Pam Hirsch in our office if you have questions regarding the attached survey, or if you are unable to complete the survey by April 17th. If you have any general questions about the study, please contact Mr. Colin Needham (624-6274) at the NADC in Peace River, or any of the following Steering Committee Members:

● Mr. Albert Moghrabi	623-4145 (Lac La Biche)
● Ms. Starr Bulmer	338-3840 (Berwyn)
● Ms. Amanda Boisvert	849-4914 (Slave Lake)
● Mr. Larry Langager	645-3366 (St. Paul)
● Mr. Garry Peterson	926-2201 (High Level)
● Mr. Rob Leatherdale	624-6600 (Peace River)
● Mr. Jim Woodward	675-2273 (Athabasca)
● Mr. Clifford Freeman	355-3869 (Driftpile)
● Ms. Alice McKay	354-8549 (Beaverlodge)
● Mr. George Keen	538-0308 (Grande Prairie)
● Mr. Erwin Packham	926-3257 (High Level)
● Inspector Don Baird	471-9311 (RCMP Edmonton)
● Mr. Wayne Wilson	427-3457 (Solicitor General, Edmonton)

Thank you again for your assistance.

The Alberta Management Group
210 Capilano Mall, Edmonton, Alberta, T6A 0A1
Tel: 465-3511   FAX 466-7382

SURVEY OF POLICING ISSUES
IN NORTHERN ALBERTA

1. From the list below, please check the TYPE of community you currently live in, and write the NAME of the community in the space provided.

Community Type		Community Name (or name of ID/MD/County if you are a farm/rural resident)
____ City ____ Farm/Rural Area ____ Hamlet ____ Indian Reserve	____ Metis Settlement ____ Summer Village ____ Town ____ Village	

PLEASE ANSWER THE FOLLOWING QUESTIONS FOR THE COMMUNITY YOU IDENTIFIED ABOVE.

2. Which category best describes your position in the community (check one)?

____ band/settlement employee
____ community agency representative
____ elected representative
____ municipal employee
____ resident only (none of the above)
____ other (specify) ____________________

3. How familiar are you with policing issues in your community?

____ very familiar
____ somewhat familiar
____ not very familiar

4. For each type of crime or public disorder problem listed below, please circle one number on each of the two scales provided to indicate:
(A) The SERIOUSNESS OF THE PROBLEM in the community,
where 1 means "Not Serious" and 5 means "Very Serious" (Circle 0 for "Don't Know")
(B) The ATTENTION THE PROBLEM RECEIVES from the police,
where 1 means "Too Little" and 5 means "Too Much" (Circle 0 for "Don't Know")

Crime or Public Disorder Problem	(A) Seriousness of the Problem In the Community						(B) Attention the Problem Receives From the Police					
	Not Serious				Very Serious	Don't Know	Too Little				Too Much	Don't Know
1) Family Violence	1	2	3	4	5	0	1	2	3	4	5	0
2) Child Abuse	1	2	3	4	5	0	1	2	3	4	5	0
3) Sexual Assault	1	2	3	4	5	0	1	2	3	4	5	0
4) Drinking and Driving	1	2	3	4	5	0	1	2	3	4	5	0
5) Robbery	1	2	3	4	5	0	1	2	3	4	5	0
6) Break and Enter/Theft	1	2	3	4	5	0	1	2	3	4	5	0
7) Vandalism	1	2	3	4	5	0	1	2	3	4	5	0
8) Assault	1	2	3	4	5	0	1	2	3	4	5	0
9) Bootlegging	1	2	3	4	5	0	1	2	3	4	5	0
10) Drug Dealing	1	2	3	4	5	0	1	2	3	4	5	0
11) Crimes involving youth	1	2	3	4	5	0	1	2	3	4	5	0
12) Public Drunkenness/Fighting	1	2	3	4	5	0	1	2	3	4	5	0
13) Noise/Public disturbances	1	2	3	4	5	0	1	2	3	4	5	0
14) Illegal Dumping	1	2	3	4	5	0	1	2	3	4	5	0
15) Speeding/Reckless Driving	1	2	3	4	5	0	1	2	3	4	5	0
16) Bylaw Infractions	1	2	3	4	5	0	1	2	3	4	5	0

5. Is there another type of crime or public disorder problem that is substantially affecting the community?

_______ Yes
_______ No

IF YES, please explain ____
____
____
____
____

6. How IMPORTANT are each the following factors in contributing to policing problems in the community? (Please circle one number on the Importance scale to indicate your response, where 1 means "Not Important" and 5 means "Very Important"; circle 0 for "Don't Know")

Contributing Factors	Importance					
	Not Important			Very Important		Don't Know
1) Lack of activities for youth	1	2	3	4	5	0
2) Breakdown of traditional values and ways of living	1	2	3	4	5	0
3) Family breakdown	1	2	3	4	5	0
4) Abuse of drugs and alcohol	1	2	3	4	5	0
5) Lack of facilities and programs (recreational, social, cultural)	1	2	3	4	5	0
6) People from nearby areas causing problems in the community	1	2	3	4	5	0
7) Transients passing through the community	1	2	3	4	5	0
8) Unemployment	1	2	3	4	5	0
9) Poverty	1	2	3	4	5	0
10) School Dropouts	1	2	3	4	5	0
11) Indifference of the community to crime-related issues	1	2	3	4	5	0
12) Lack of organized community response to crime	1	2	3	4	5	0
13) Other(specify) ____________________	1	2	3	4	5	

7. How EFFECTIVE do you feel each of the following measures would be in reducing crime and public disorder problems in your community? (Please circle one number on the Effectiveness scale to indicate your response, where 1 means "Not Effective" and 5 means "Very Effective"; circle 0 for "Don't Know")

Measures To Reduce Crime/Public Disorder Problems	Effectiveness					
	Not Effective			Very Effective		Don't Know
1) More cross-cultural training for officers	1	2	3	4	5	0
2) More training for officers in community relations	1	2	3	4	5	0
3) Better coordination/teamwork between the police and other agencies dealing with problems in the community	1	2	3	4	5	0
4) Greater involvement by the community in shaping policing policies and priorities	1	2	3	4	5	0
5) Greater freedom for officers to adapt their role to suit the needs of the community	1	2	3	4	5	0
6) Better mechanisms for independent review of complaints against the police	1	2	3	4	5	0
7) Earlier intervention to prevent social problems from leading to crime	1	2	3	4	5	0
8) Greater community input into sentencing of convicted offenders	1	2	3	4	5	0
9) Changes in the justice system to deal with repeat offenders	1	2	3	4	5	0
10) Other (specify) ____________________	1	2	3	4	5	

8. For each of the following police activities, please circle one number on each of the two scales provided to indicate:
(A) the priority you feel the activity CURRENTLY RECEIVES,
where 1 means "Very Low" and 5 means "Very High" (circle 0 for "Don't Know")
(B) the priority you feel the activity SHOULD RECEIVE,
where 1 means "Very Low" and 5 means "Very High" (circle 0 for "Don't Know")

Police Activity	(A) Priority It Currently Receives						(B) Priority It Should Receive					
	Very Low				Very High	Don't Know	Very Low				Very High	Don't Know
1) Criminal investigations	1	2	3	4	5	0	1	2	3	4	5	0
2) Responding quickly to emergencies (crimes in progress, etc.)	1	2	3	4	5	0	1	2	3	4	5	0
3) Responding quickly to non-emergency situations	1	2	3	4	5	0	1	2	3	4	5	0
4) Preventive motor patrol	1	2	3	4	5	0	1	2	3	4	5	0
5) Foot patrol	1	2	3	4	5	0	1	2	3	4	5	0
6) Monitoring repeat offenders or potential offenders	1	2	3	4	5	0	1	2	3	4	5	0
7) Preparing criminal cases and testifying in court	1	2	3	4	5	0	1	2	3	4	5	0
8) Identifying causes of crime in the community and designing corrective strategies	1	2	3	4	5	0	1	2	3	4	5	0
9) Assisting the community to develop crime prevention programs	1	2	3	4	5	0	1	2	3	4	5	0

9. Which statement do you think best describes the COST of policing services provided in the community? (check one)

_____ too little is being spent
_____ the right amount is being spent
_____ too much is being spent
_____ don't know/not sure

10. Please circle one number on the scale provided to indicate how IMPORTANT the following factors have been in contributing to increases in policing costs in your community?
(1 means "Not Important" and 5 means "Very Important"; circle 0 for "Don't Know")

Factors Contributing to Increases in Policing Costs	Importance					
	Not Important				Very Important	Don't Know
1) Rising incidence of crime and public disorder	1	2	3	4	5	0
2) Rising police salaries and benefits	1	2	3	4	5	0
3) Police equipment requirements	1	2	3	4	5	0
4) Police space and support services requirements	1	2	3	4	5	0
5) Police overtime	1	2	3	4	5	0
6) Police paperwork	1	2	3	4	5	0
7) Police time appearing and testifying in court	1	2	3	4	5	0
8) Other (Please specify)__________	1	2	3	4	5	

11. **Please circle one number on the scale provided to indicate to what extent you would personally support increased taxes for each of the measures listed below in order to better deal with crime and public disorder problems in your community. (1 means "Strongly Against" and 5 means "Strongly Favor"; circle 0 for "Don't Know")**

Measures To Reduce Crime/Public Disorder Problems	Support For Increased Taxes					
	Strongly Against				Strongly Favor	Don't Know
1) Additional officers dedicated to the community	1	2	3	4	5	0
2) More equipment or technology available to police officers	1	2	3	4	5	0
3) Additional space for the detachment	1	2	3	4	5	0
4) Additional clerical support for the detachment	1	2	3	4	5	0
5) A satellite office in or closer to the community (leave blank if one already exists)	1	2	3	4	5	0
6) Improved access to drug/alcohol detox/treatment services	1	2	3	4	5	0
7) Improved access to offender re-integration services	1	2	3	4	5	0
8) Other ______________________	1	2	3	4	5	

12. Recognizing that it may not be feasible to obtain significant new funds for additional policing services, to what extent would you personally support the reallocation of officer priorities in order to get greater participation by officers in each of the activities listed below. Please circle the appropriate number on the scale provided. (1 means "Strongly Against" and 5 means "Strongly Favor"; circle 0 for "Don't Know")

Activity	Support For Reallocation of Officer Priorities					
	Strongly Against				Strongly Favor	Don't Know
1) Conducting community relations and crime awareness presentations	1	2	3	4	5	0
2) Assisting the community to establish crime prevention programs	1	2	3	4	5	0
3) Regularly attending meetings of community organizations having a role in crime prevention	1	2	3	4	5	0
4) Analyzing causes of crime and developing corrective strategies	1	2	3	4	5	0
5) Mobilizing community resources to address crime and public disorder problems	1	2	3	4	5	0
6) Other ______________________	1	2	3	4	5	

13. Which activities currently carried out by the police would you favor reducing in order to free up officer time to be more involved in crime prevention activities. Please write your answer(s) in the box below.

14. Please circle one number on the scale provided to indicate the extent to which you would personally support each of the measures listed below as a means to reduce or contain the cost of policing services provided to your community. (1 means "Strongly Against" and 5 means "Strongly Favor"; circle 0 for "Don't Know")

Measures To Reduce or Contain Policing Costs	Support For Cost Reduction Measure					
	Strongly Against				Strongly Favor	Don't Know
1) Greater use of unpaid volunteers to assist and support the police	1	2	3	4	5	0
2) Greater use of lower cost resources (e.g. Special Constables, Bylaw Enforcement Officers) to take over some of the tasks currently handled by police officers	1	2	3	4	5	0
3) Establishment of a provincial police force	1	2	3	4	5	0
4) Establishment of a regional police force	1	2	3	4	5	0
5) Establishment of an independent municipal police force (like Edmonton or Calgary)	1	2	3	4	5	0

15. Please provide any other comments you may have about policing costs or funding for police services?________

____

____

____

____

____

16. Several preventive programs have been tried by communities in the north to enhance policing and crime prevention. For each program listed below, please circle the appropriate number on the scales provided to indicate:

(A) if the program is being ACTIVELY CONSIDERED by the community
(B) if the program has been STARTED OR TRIED in the community
(C) if the program is STILL OPERATING in the community
(D) HOW LONG the program has been in operation

Program/Project	(A) Actively Considering			(B) Started Or Tried			(C) Still Operating			(D) # Months Operating	
	Yes	No	Don't Know	Yes	No	Don't Know	Yes	No	Don't Know	Months	Don't Know
1) RCMP Auxiliary	1	2	0	1	2	0	1	2	0	_____	0
2) RCMP Satellite Office	1	2	0	1	2	0	1	2	0	_____	0
3) Crime Watch	1	2	0	1	2	0	1	2	0	_____	0
4) Block Parents	1	2	0	1	2	0	1	2	0	_____	0
5) Citizens on Patrol	1	2	0	1	2	0	1	2	0	_____	0
6) Youth Justice Advisory Committee	1	2	0	1	2	0	1	2	0	_____	0
7) Community Advisory Committee	1	2	0	1	2	0	1	2	0	_____	0
8) Special Constables	1	2	0	1	2	0	1	2	0	_____	0
9) Ride Along	1	2	0	1	2	0	1	2	0	_____	0
10) Crime Stoppers	1	2	0	1	2	0	1	2	0	_____	0
11) Lady Beware	1	2	0	1	2	0	1	2	0	_____	0
12) Offender Re-integration	1	2	0	1	2	0	1	20		_____	0
13) Crime Prevention Committee	1	2	0	1	2	0	1	20		_____	0
14) Other (Please specify)___ ____________ ____________ ____________	1	2	0	1	2	0	1	2	0	_____	

17. Please describe important crime prevention initiatives that the community has expressed an INTEREST IN STARTING but has so far been unable to implement, and rank in order of importance the RESOURCES needed to implement the initiatives.
(Please use the back page if more space is needed.)

Crime Prevention Initiatives That The Community is Interested in Starting	Resources Needed to Implement (Rank in order of importance, using 1 as most important, 2 as next most important, etc.)
1)	_______ volunteers _______ RCMP endorsement _______ municipal endorsement _______ someone to take responsibility for organizing _______ fundraising _______ government funding _______ other (specify) _______________ _______ _______________ _______ _______________
2)	_______ volunteers _______ RCMP endorsement _______ municipal endorsement _______ someone to take responsibility for organizing _______ fundraising _______ government funding _______ other (specify) _______________ _______ _______________ _______ _______________

18. There are a range of opinions regarding which APPROACH to policing is best for a given community. In certain cases decisions must be made between alternative approaches which cannot easily exist at the same time. A number of these alternatives have been outlined below. Please read each of the pairs of approaches and indicate which approach (A or B) you most AGREE with:

Approach A	Agree With A	Can't Decide	Agree With B	Approach B
1A) Enforcement of the law should be the same for residents in all communities.	_____	_____	_____	1B) Officers should enforce the law according to the values of each community.
2A) The local community should have a direct mechanism to influence policing policies and priorities as they apply to the community.	_____	_____	_____	2B) Policing policies and priorities should not be influenced by local community interests.
3A) Officers should maintain a detached style and avoid becoming too familiar with community residents.	_____	_____	_____	3B) Officers should cultivate an informal, approachable and accessible style in dealing with community residents.
4A) Officers should be actively involved in community affairs and social events.	_____	_____	_____	4B) Officers should have limited personal involvement in the communities they serve.
5A) Officers should stay in their posts for longer periods of time.	_____	_____	_____	5B) Officers should be transferred at frequent intervals.
6A) The role of the officer is primarily to keep the peace. Officers should, where discretion allows, attempt to help settle disputes and resolve problems, laying charges as a last resort.	_____	_____	_____	6B) The role of the officer is primarily to enforce the law. Officers should attempt to protect citizens from being victimized by crime, laying charges whenever laws have been broken.

19. What is the population of the municipality?

____
______ Don't Know

20a) What was the total amount the municipality paid to the Receiver General of Canada for contracted RCMP policing services during the 1990 and 1991 calendar years, and the budgeted amount for 1992?

1990 $ ____________________
1991 $ ____________________
1992 (budget) $ ____________________

20b) Please break down the above costs for contracted RCMP policing services according to the following:

Costs for	1990	1991	1992(budget)
1) members time................................	$	$	$
2) overtime..	$	$	$
3) rent (if the detachment is supplied by the Federal government)................................	$	$	$

21a) What was the estimated value of other policing resources contributed by the municipality in addition to the direct costs for the RCMP contracted services during the 1990 and 1991 calendar years,and the budgeted amount for 1992?

1990 $ ____________________
1991 $ ____________________
1992 (budget) $ ____________________
______ Don't Know

21b) Please break down the above costs for other policing resources contributed by the municipality according to the following:

Costs for	1990	1991	1992(budget)
1) support staff................................	$	$	$
2) space (if supplied by the municipality)..............................	$	$	$
3) funding for community crime prevention programs.........	$	$	$
4) Special Constables......................	$	$	$
5) Bylaw Enforcement Officers.......	$	$	$
6) Other ____________________	$	$	$

22. Taking total direct and indirect policing costs, and subtracting related revenues what were the Net Police Mills during the 1990 and 1991 calendar years, and the budgeted figure for 1992? (Please use Equalized Assessment in the calculation.)

1990 Mills ____________________
1991 Mills ____________________
1992 Mills (budget) $ ____________________
______ Don't Know

23. What compensating measures have been taken by the municipality as a direct result of increases in policing costs? (Check all that apply)

______ reduction of RCMP staff
______ cutbacks in essential services
______ cutbacks in non-essential services
______ increases in taxes
______ other ____________________
____

24. Would you like to receive a copy of the survey findings and the final NADC position paper?

________	Yes
________	No

IF YES: Please PRINT your full name and mailing address in the space provided.	________________________________ ________________________________ ________________________________ ________________________________ ________________________________ ________________________________

* * * * *

THANK YOU FOR CONTRIBUTING TO THIS STUDY

PLEASE RETURN THIS SURVEY TO:

Alberta Management Group
210 Capilano Mall
5004 - 98 Avenue
Edmonton, Alberta
T6A 0A1

FAX: 466-7382